DOCUMENT RESUME

ED 184 305 FL 010 764

TITLE	The Third Annual Report of the National Advisory Council on Bilingual Education.
INSTITUTION	InterAmerica Research Associates, Rosslyn, Va.: National Advisory Council on Bilingual Education, Washington, D.C.
SPONS AGENCY	National Inst. of Education (DHEW), Washington, D.C.: Office of Bilingual Education and Minority Languages Affairs (ED), Washington, D.C.
PUB DATE	Nov 77
CONTRACT	300-77-0050
NOTE	175p.
EDRS PRICE	MF01/PC07 Plus Postage.
DESCRIPTORS	Biculturalism: *Bilingual Education: Bilingual Schools: Bilingual Students: *Curriculum Development: *Educational Policy: *Federal Legislation: Inservice Teacher Education: *Multicultural Education: Second Language Programs: *Teacher Education
IDENTIFIERS	*Bilingual Programs

ABSTRACT

This report assesses the condition of bilingual education in the United States in an attempt to convince policy makers to expand and extend Title VII and P.L. 93- 380. The legislative history and activities and reports of on-going projects in bilingual education at the federal, state, and local levels are summarized. The National Advisory Council's key recommendations are: (1) that the Office of Bilingual Education administer the LAU Technical Assistance Centers and be upgraded to the Bureau of Bilingual Education; (2) that an independent Center for Research and Evaluation in Bilingual Education be established; (3) that higher funding priority be given for the training of all bilingual education personnel; (4) that Title VII be designated a service rather than a demonstration project and funding allocated on the basis of number of children served; (5) that bilingual education certification programs and in-service training programs in the target languages be established for elementary and secondary teachers; and (6) that funding be provided for on-going research into learning styles and curriculum development. State-by-state statistics of the facilities and programs available to LESA (limited English- speaking ability) children and of bicultural/multicultural teacher-training programs are provided in support of the recommendations. (PMJ)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED184305

THE
THIRD ANNUAL REPORT
OF THE
NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION

NOVEMBER 1977

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
Juan J. Gutierrez

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

U.S. DEPARTMENT OF HEALTH. EDUCATION & WELFARE NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

FL010764

PREPARED BY INTERAMERICA RESEARCH ASSOCIATES, WASHINGTON, D.C.

CONTRACT NO. HEW 300-77-0050

TABLE OF CONTENTS

LIST OF TABLES AND FIGURES i

TABLE OF ABBREVIATIONS/ACRONYMS ii

SUMMARY OF RECOMMENDATIONS OF THE NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION iii

Introduction--BILINGUAL EDUCATION IN THE UNITED STATES: A NEW FRONTIER IN LEARNING vii

Chapter One--THE LEGISLATIVE MANDATE 1

1.1 An Historical Review 1
1.2 A Legal Right or an Educational Remedy 6
1.3 Theory and Methodology 9

Chapter Two--OFFICE OF BILINGUAL EDUCATION ACTIVITIES 13

2.1 The Elementary and Secondary Division 17
2.2 The Postsecondary Division 27
2.3 Program Development Division 32

Chapter Three--RESEARCH, EVALUATION AND SURVEYS IN BILINGUAL/BICULTURAL EDUCATION 49

3.1 The National Institute of Education 50
3.2 The Office of Planning, Budgeting and Evaluation 60
3.3 The National Center on Education Statistics 71

Chapter Four--STATE AND LOCAL DEVELOPMENT IN BILINGUAL EDUCATION 79

4.1 Legislative Status of Bilingual Education 80
4.2 State Bilingual Education Programs and Requirements 86
4.3 Funding Levels 88
4.4 State Census of LESA Students 90
4.5 Private, Non-profit Bilingual Educational Programs 92

Chapter Five--OTHER FEDERAL PROGRAMS ADDRESSING ASPECTS OF BILINGUAL EDUCATION 93

Chapter Six--CONCLUSION AND RECOMMENDATIONS 107

6.1 Policy and Procedural Issues 109
6.2 Research, Evaluation, and Survey Needs in Bilingual Education 112
6.3 Personnel Needs in Bilingual Education 118
6.4 Parent/Community Involvement 122
6.5 Curriculum Materials and Testing Instruments 124

APPENDICES

APPENDIX A - DIGEST OF THE PUBLIC HEARINGS A

1 Policy and Procedural Issues A-2
2 Research and Survey Needs in Bilingual Education A-3
3 Personnel Needs in Bilingual Education A-6
4 Mobile and Dispersed Population Services A-8
5 Bilingual Education Models A-12
6 Parent/Community Involvement A-16
7 Curriculum Materials A-16
8 Program Evaluation and Measurement A-17

APPENDIX B - NATIONAL ADVISORY COUNCIL AND PROFESSIONAL AFFILIATIONS 1975-1976 B

APPENDIX C - COUNCIL CHARTER C

APPENDIX D - LAU REMEDIES D

LIST OF TABLES AND FIGURES

TABLES PAGE

Table One Enrollment, Funding, and Cost per Pupil Expenditures for Bilingual Education Programs by State and Language Groups 22
Table Two Funding Levels and Fellowships by Type of Degree for State and Language Groups 26
Table Three Training Programs in Bilingual Education by Degree and Language Concentration 30
Table Four Funding Allocated for Training Personnel for Bilingual Education Programs by State and Language Concentration 31
Table Five Title VII Resource Centers
Table Six Title VII Materials Development Centers 41
Table Seven Title VII Dissemination and Assessment Centers 47
Table Eight Comparison of Needs and Services by LESA Population 76
Table Nine Types of State Bilingual Education Legislation 81
Table Ten Student/Teacher Ratios in Bilingual Education Programs Mandated by State Statute 82
Table Eleven States Imposing Special Requirements for Certification of Teachers in Bilingual Education 83
Table Twelve Selected Program Characteristics Mandated by State Statute 85
Table Thirteen Funding Levels for Bilingual Education from Federal and State Appropriations by State 1975-1976 89
Table Fourteen LESA Children Reported vs. LESA Children Enrolled in Bilingual Programs by State 91

FIGURES

Figure 1 Office of Bilingual Education Organization Chart 14
Figure 2 Allocation of Title VII Appropriations Fiscal Year 1977 16
Figure 3 Title VII Projects Initiated in Fiscal Year 1977 18
Figure 4 Title VII Programs 19
Figure 5 Service Areas of Resource Centers 35
Figure 6 Service Areas of Materials Development Centers 40
Figure 7 Service Areas of Dissemination and Assessment Centers 46

TABLE OF ABBREVIATIONS/ACRONYMS

Council - The National Advisory Council on Bilingual Education

Title VII - Elementary and Secondary Education Amendments of 1968
(The Bilingual Education Act)

HEW - U.S. Department of Health, Education and Welfare

OE - Office of Education

OBE - Office of Bilingual Education

NIE - National Institute of Education

NCES - National Center for Educational Statistics

BIA - Bureau of Indian Affairs

SEA - State Education Agency

LEA - Local Education Agency

IHE - Institution of Higher Education

LESA - Limited English Speaking Ability

MELP - Measurement of English Language Proficiency

SIE - 1977 Survey of Income and Education

RC - Resource Center

MDC - Material Development Center

ADC - Assessment and Dissemination Center

6

SUMMARY OF RECOMMENDATIONS

OF

NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION

● TO THE PRESIDENT OF THE UNITED STATES

- The Council recommends that the President of the United States promote an awareness of the importance of bilingual/multicultural education as a national asset and demonstrate a commitment to this goal by sending a Presidential Message to the Congress supporting extension and expansion of Title VII of the Elementary and Secondary Education Act of 1965, as amended.

● TO THE CONGRESS OF THE UNITED STATES

- In order for the Office of Bilingual Education to meet fully its Congressional mandate of coordinating funding sources that affect bilingual education as stated P.L. 93-380, the Congress must instruct the Secretary of Health, Education and Welfare to immediately upgrade the status of the Office of Bilingual Education to the Bureau of Bilingual Education.

- To increase the effectiveness of the Office of Bilingual Education in administering and coordinating the delivery of technical assistance to school districts on how to implement effective bilingual education programs, the Council recommends that the Congress instruct the Secretary of Health, Education and Welfare to delegate immediately to the Office of Bilingual Education the direct administration of the Lau Technical Assistance Centers (Type B) established under the Civil Rights Act of 1964, and any other programs that the Secretary deems appropriate. In so doing, the Secretary must also allocate adequate personnel to carry out this function.

- To strengthen and expand research and evaluation capabilities in bilingual education effectively within the Federal Government, the Council recommends that the Congress mandate the National Institute of Education to establish a separate and free standing Center for Research and Evaluation in Bilingual Education (CREBE), and allocate sufficient funds for it establishment and support.

- In order for the Office of Bilingual Education and the National Institute of Education to comply fully with the congressional mandate (P.L. 93-380, Part C, Section 742) to enhance the effectiveness of bilingual education programs through research and innovative demonstrations, the Council strongly recommends that the Congress appropriate sufficient funds to successfully meet this goal.

- To meet the impending need for quality training in bilingual education and provide a more comprehensive program for students participating in bilingual education projects, the Council recommends that the Congress re-examine its distribution of allocations for Title VII activities and give higher funding priority for training of bilingual education counselors, librarians, administrators, and other support personnel.

- To reflect adequately the pluralistic, social and economic values representative of the nation and inherent in high quality bilingual/multicultural education, the Council recommends that Congress review and amend Title VII to reflect these values.

- To increase the effectiveness of local policy advisory councils and respond to the interests of parents of non-LESA children, the Council recommends that Congress expand the legislative authority of P.L. 93-380 to allow parents of children who are non-LESA and, whose children are enrolled in bilingual education programs, to participate on the local policy advisory councils, provided however, that the majority on the Council remain parents of LESA children.

- TO THE SECRETARY OF THE DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

  - In order for the Office of Bilingual Education to expand servcies to students who are currently unable to benefit from bilingual education programs, the Council recommends designating the Title VII program as a service rather than a demonstration effort, and allocate funds in a manner based on the number of children to be served.

- TO THE COMMISSIONER OF EDUCATION

  - In order to ensure efficient and effective bilingual education services to children of limited-English speaking ability, the Council recommends that the Commissioner of Education direct local education agencies, state education agencies, and institutions of higher education to coordinate their training and instructional activities.

- TO THE NATIONAL INSTITUTE OF EDUCATION

  - To address the research needs in the area of Bilingual Education the Council strongly recommends that the National Institute of Education, in accordance with its research mandate, specifically address the needs of bilingual education as defined in P.L. 93-380.

  - In order to measure the impact of exemplary demonstration projects, the Council recommends that the National Institute of Education conduct a longitudinal study of those projects which would assess the cognitive and effective development of LESA children.

- TO THE OFFICE OF BILINGUAL EDUCATION

  - To broaden the range of personnel available for bilingual education programs and enable teacher to meet educational certification requirements, the Council recommends that the Office of Bilingual Education research and develop conceptual models for in-service training programs in the target languages. These programs should then be formally structured in a career-ladder fashion.

- To determine the most effective means of implementing programs to meet the needs of secondary-level students of limited-English speaking ability, the Council recommends that research be conducted which examines the existing methods of implementation of bilingual programs at the secondary level.

- In order to serve and recognize the needs of Asian, Native American and other linguistic groups in a responsible manner the Council recommends that studies be initiated in the area of learning styles and other cultural variables of these groups and that additional curriculum materials be developed and provided for these groups.

- Recognizing that there are students in secondary grades who are limited English speakers with a tremendous need for bilingual services, the Council recommends that the Office of Bilingual Education institute training programs for the preparation of bilingual personnel at the secondary level.

- To continue to emphasize its capacity building role and improve bilingual services, the Council recommends that the Office of Bilingual Education place a higher priority on materials development and dissemination, and the development of adequate testing methods and instruments for evaluation of programs serving children of limited-English speaking ability.

● TO THE NATIONAL INSTITUTE OF EDUCATION AND THE OFFICE OF BILINGUAL EDUCATION

- In the interest of demonstrating an official policy of mutual cooperation, the Council recommends that the National Institute of Education and the Office of Bilingual Education work together to fund and coordinate research projects, particularly those involving Office of Bilingual Education fellows and trainees.

- In the interest of demonstrating a coordinated and comprehensive research effort, the Council recommends that the National Institute of Education and the Office of Bilingual Education establish an official policy of mutual cooperation on research efforts.

● TO THE OFFICE OF PLANNING, BUDGETING AND EVALUATION

- Because of the unique features of bilingual education programs, it is of paramount importance that all OPBE evaluation activities related to the program be closely coordinated with OBE; the Council therefore recommends that the Office of Planning, Budgeting and Evaluation closely coordinate all of its bilingual evaluation activities with OBE.

- Results of past and current evaluation activities conducted by OPBE in the bilingual field are questionable due to the lack of bilingual education expertise within OPBE; therefore, the Council recommends that OPBE immediately employ bilingual education specialists to carry out its activities in this field.

- TO THE NATIONAL CENTER OF EDUCATION STATISTICS

  - To provide a sufficient data base for planning and providing needed bilingual education for LESA children, the Council recommends that a national research survey be undertaken to identify by state:

    -- The number of bilingual education teaching staff already present in school systems,

    -- The number of teachers in non-bilingual programs fluent in particular target languages, and

    -- The number of teachers holding certificates in bilingual education.

  - In order to determine the status of bilingual education at the state level, the Council recommends that the Commissioner, in conjunction with state education agencies and the Lau Centers within their respective jurisdictions, conduct state language assessments.

INTRODUCTION

BILINGUAL EDUCATION IN THE U.S. - A NEW FRONTIER IN LEARNING

Educational instruction using the bilingual mode has been demonstrated and examined for almost a decade. In 1978, the future of this educational concept will face its greatest test when the life of the Bilingual Education Act of 1968, as amended, expires. Therefore, it is the intent of this report to present a comprehensive assessment of the condition of bilingual education, in order to provide policy makers with the necessary information with which to make informed and effective decisions.

The National Advisory Council on Bilingual Education, since its establishment has sought to report to the Congress and to the President the status of bilingual education in the nation. It has served as perhaps the only principal vehicle for presenting the views on bilingual education of professionals, community members and national leaders actively engaged in the field of bilingual education. The Council has relied, as before, on the community and those persons who grapple with the problems facing the bilingual classroom, to conduct its assessment and to develop its recommendations and proposed solutions to these problems. In order to assess these views, the Council initiated hearings throughout the nation to better understand the complexities and merits which are inherent in this new approach to learning.

During the course of its inquiries, the Council has found that bilingual education continues to be the most successful educational approach to meet the needs of limited English speakers. However, the Council is convinced that in order to improve the future direction and quality of bilingual education, the concept must be closely examined in order to effectively embody various techniques currently being utilized in its approach.

Bilingual education has matured beyond the demonstration stage. The Congress and the state legislatures which authorized and appropriated funds for bilingual education have an important responsibility of ensuring that the bilingual approach be continued and enhanced in future years.

The concept of bilingual education has expanded significantly since its initial endorsement by the Congress in 1968. The availability of funds for such programs sparked an awareness that the need for a bilingual education approach was not limited to Hispanic groups only, but to the multitude of other language groups in this nation. It became apparent that the educational needs of Native Americans, like Hispanics, had been inadequately addressed by our educational system. The needs of Asian-Americans and other Indo-European groups also surfaced, as well as the needs of other less numerous language groups.

Bilingual education is now viewed as perhaps the only alternative for meeting the previously ignored educational needs of these groups. Additionally, the United States has within its possession the U.S. Pacific Territories where a multitude of distinct languages are spoken. Scholars have just begun to investigate these language structures and writing systems which in many cases are only in the early stages of description. More recent historical developments have created new educational needs for recent refugees from Indochina. The Council has found for example, that some school districts are faced with the perplexing problem of addressing the educational needs of as many as 20 different linguistic groups.

In light of the lack of acceptance in the past of instructional techniques other than English, the Council views bilingual education as the most effective means for meeting the special educational needs of persons of limited English-speaking ability (LESA). The Council believes that our educational system has partially become and must continue to be attuned to the various social and historical developments of the nation which dictate this approach. In accepting this as a reality and in an attempt to address this need, our educational system will stand as a fitting example within the world community of an educational system resolved to promote equal educational opportunity to all its citizens, regardless of national and language origin.

The Council therefore emphatically believes that bilingual education adhere to two basic principles. First, it must realistically address the educational needs of the limited English speaker through methods and techniques which acknowledge the student's linguistic capability and cultural background. Second, programs must be designed and implemented utilizing teachers who are well prepared and who have an appreciation for and understanding of the unique problems of these students.

Serious thought concerning the needs of children of limited English-speaking ability throughout the nation has guided the development and recommendations emanating from this report, as it did for previous reports. Disturbingly, however, many of the recommendations contained in our Second Annual Report to the Congress went unheeded. Therefore, reflecting the national belief that the needs of these children are of concern to all Americans, the National Advisory Council on Bilingual Education has devoted much effort to the development of the specific recommendations contained in this report and respectfully requests the President, the Congress of the United States, and the affected agencies to review its recommendations and take appropriate action.

CHAPTER ONE

THE LEGISLATIVE MANDATE

1.1 An Historical Review

The Federal Bilingual Education Act, signed into law in January 1968, mandated an innovative concept in American education. The intent of the Congress in passing the law stemmed from evidence that a significant proportion of the population faced educational difficulties in the nation's schools. In its legislation, Congress stated:

> "The Congress hereby finds that one of the most acute educational problems in the United States is that which involves millions of children of limited English-speaking ability because they come from environments where the dominant language is other than English...*"

The recognition of the special educational needs of large numbers of children of limited English-speaking ability in the United States, Congress further declared that the policy of the United States should be to:

> "provide financial assistance to carry out new and imaginative elementary and secondary school programs designed to meet these special educational needs...*"

It emphasized that additional efforts needed to be undertaken by the educational system to find "adequate and constructive solutions for this unique and perplexing educational situation", and outlined the manner in which Federal funds would be distributed. School districts implementing such programs were required to submit to the Division of Bilingual Education in the U.S. Office of Education proposed programs to meet this need. Funding for such programs was to be provided for up to a period of five years.

---

*Sec, 701, Title VII, Elementary and Secondary Education Act of 1965, as amended.

In its early stages, bilingual education was viewed as an educational remedy directed primarily to the nation's Spanish-speaking population. In determining the reasons for high attrition rates in schools, unemployment and other socio-economic problems which served as barriers for successful participation by Hispanics within the society, the drafters of the Bilingual Education Act looked to the educational process. They discovered that many of the nation's schools, particularly in the Southwest, prohibited the use of any language other than English in the schools. Yet, a significant number of students in these schools did not understand English, the language of instruction. It was in trying to remedy this situation within the school systems that bilingual education emerged as an important consideration.

Proponents of bilingual education offered a solution which at one time was considered "revolutionary." However, most would now agree that it is obvious that these students needed the benefit of instruction in a language they understand. Opponents of bilingual education argued that English was the official language of the United States, and that since other groups who had immigrated to the United States had learned English, these students should also.

This argument, however, failed to address several important points that should be considered in understanding the linguistic and cultural needs of U.S. citizens. The argument speaks only to immigrants who chose to come to and become part of the "mainstream" of the United States and the English-speaking majority. However, historically there have been other groups of non-English speakers who have become part of the U.S. society as a result of land acquisition and/or war reparation. These include the French-speaking Cajun population in Louisiana; the Spanish-speaking residents of the territory acquired by the Treaty of Guadalupe-Hidalgo and the Gadsden Purchase; the Chinese transported for labor in the railroad-building era; the Aleutian Eskimo and Indian language users residing in Alaska; the Spanish-speaking Puerto Ricans annexed by the Treaty of Paris of 1901; and the Cubans admitted after Castro; and more recently Vietnamese refugees. Therefore, members of these groups became citizens unintentionally.

It must be acknowledged that groups such as the ones mentioned have a basic human right to their cultural identity. For example, this concept was guaranteed to the Mexican people annexed by the Treaty of Guadalupe-Hidalgo. It has been re-affirmed by many other treaty commitments and policy pronouncements such as the Fourteen Points and the U.N. Charter on Human Rights. At the same time these diverse language groups, as American citizens, have basic civil rights which include an education that guarantees them equal educational opportunity.

In 1974, the Ninety-third Congress recognized these historical conditions and amended the Elementary and Secondary Education (ESEA) Act of 1965 and expanded the mandate for bilingual education, (P.L. 93-380). The most significant provision for bilingual education occurs in Section 105 of Title I. It describes amendments to Title VII of the ESEA of 1965. The title is more commonly known as the Bilingual Education Act, as amended.

Congress also extended the life of the Bilingual Education Act through Fiscal Year 1978; and promoted the former "Division" of Bilingual Education to the "Office" of Bilingual Education, in order to increase its coordinating functions in bilingual education programs across the nation. The Congress also authorized a total of $700 million for bilingual education between Fiscal Years 1974 through 1978. However, the actual appropriated amount was approximately $356,120,000, only about half this amount.

The significance of the Education Amendments of 1974 is probably best depicted by the new direction and focus of bilingual education. The legislation called for studies to assess the needs of the population of limited English speakers and to determine the actual size of the population. The National Institute of Education (NIE) was given the principal responsibility of initiating and sponsoring educational research in areas related to bilingual education while The National Center for Education Statistics (NCES) was directed to conduct population estimates to determine the size of the LESA population and to devise appropriate measures to determine the extent of educational need. The legislation also created the National Advisory Council on Bilingual Education to advise the President and the Congress on the needs of bilingual education.

The provisions of the 1974 education amendments were ostensibly designed to meet the educational needs of limited English-speaking persons in the United States. This population was defined under the legislation as:

- individuals who are not native to the United States or whose native language is other than English;
- individuals who come from an environment where a language other than English is dominant; and
- individuals who have difficulty in both speaking and understanding English.*

Congress defined the type of instruction to be given to participants in bilingual education programs to include the English language and, to the extent necessary to allow a child to progress effectively through the education system, "...the use of the native language of the children of limited English-speaking ability..."* This instruction would also reflect an appreciation for the cultural heritage of such children "...and to the extent necessary be included in all courses or subjects of study..."* The legislation, however, did state that in no event should the program be designed for the purpose of teaching a foreign language to English-speaking children.

---

*Sec. 703, Title VII, 1974 Education Amendments.

Public Law 93-380 also included bilingual education provisions for previous ESEA legislation such as the Emergency School Assistance, Vocational and Adult Education, Library Services, Indian Education, Cooperative Research, Higher Education, and Educational Professional Development Acts.

The amendments appeared to change the focus of bilingual education from a remedial to a full-scale program in the schools. It defined precisely the types of programs to be implemented. These programs would to the extent necessary, be in all courses and subjects of study, allowing a child to progress effectively through the educational system. Up to that time, Congress had described programs to be funded under the Bilingual Act in very general terms such as: "...new and imaginative elementary and secondary school programs." By the time of the 1974 amendments, however, the bilingual approach to education had begun to take hold, and various techniques were being applied. New needs had begun to emerge. Educators became concerned with new and better approaches in the delivery of bilingual education. However, many of the questions posed could not be readily answered because of the paucity of research in the field. Furthermore, very few institutions of higher education offered programs to train the bilingual classroom teacher. Educators were also confronted with either a scarcity of relevant materials or a glut of inappropriate related materials. Despite these obstacles the effectiveness and acceptance of bilingual education continued to grow.

---

*Sec. 703, Title VII, 1974 Education Amendments.

1.2 A Legal Right or an Educational Remedy

The Council strongly believes that bilingual education remains a viable solution for providing relevant instruction to students of limited English-speaking ability, and that it serves as an instrument for promoting a broadened understanding of the pluralistic values inherent in American society. The Council believes that education should not serve to inhibit the participation of English-speaking students nor should it segregate students because of their limited proficiency in English. Bilingual education can, with proper support, secure a greater appreciation for the varied cultural heritage that has created this nation. If education is to be a fundamental and valued principle, it must be supported through programs which recognize the strengths, visions and aspirations that exist in our society. Educational programs which do not recognize the needs of a changing society will be short lived.

The concept of bilingual education has met with controversy throughout its progressing years. The Council is convinced that much of that controversy stems from misconstruing the fundamentals upon which bilingual education is based, such that faulty assumptions are made concerning the desired results. In addition, however, a series of judicial decisions which have forced school districts to comply with regulations subsequently issued by the Office of Civil Rights has compounded the issue of how bilingual education should be implemented.

As a result, the educational needs of bilingual students, still largely unresolved, have triggered exhaustive political debates. One dilemma which has emerged concerns legislation that on the one hand, supports an educational program, which by virtue of its Congressional definition, restricts pupil participation to those students whose native language is not English or are of limited English proficiency; and on the other, supports an educational system, through court rulings and Federal guidelines, which prohibits segregation practices in the schools. Another dilemma arises as a result of the Congressional mandate that bilingual education programs should not be used to teach a foreign language; yet it also mandates a program which, by definition, isolates students with limited English proficiency. Thus, students enrolled in school systems which provide special instruction because of their linguistic limitations in English, may still be denied full equal educational opportunity within the educational system.

An historical precedent, established by the Supreme Court decision in Lau vs. Nichols, emphasized the serious deficiencies which continue to be faced by many of our nation's school-age population. This landmark decision stemmed from the discovery that nearly 1800 Chinese-speaking students in northern California were receiving inadequate instruction within the San Francisco Unified School District. Following subsequent lower court rulings, the Supreme Court directed the school district to remedy the educational needs of these students by providing them with instruction appropriate to their language proficiency. Although the ruling did not explicitly specify the type of instruction, it did imply the need to offer some sort of language instruction which would enable the students who did not understand English to fare better within the school system. As a result, schools receiving Federal funds, but not providing instruction to meet the needs of limited English-speaking students, could lose their Federal funding. To assist school districts to meet this judicial mandate the General Assistance Centers - Type B (commonly referred to as Lau Centers) were provided for under the Emergency School Assistance Act (ESAA) to serve as technical assistance centers to aid schools in developing "desegregation plans." The extent to which school districts in the nation are complying with Office of Civil

Rights regulations is best exemplified by the number of school districts who have sought assistance from these centers. In 1976, more than 400 school districts asked the Lau Centers for assistance.

Two other decisions subsequent to the _Lau_ decision which impact on this subject, _Portales Municipal Schools_, and _Aspira of New York, Inc. vs. Board of Education of the City of New York_ ultimately resulted in the development of regulations mandating bilingual programs. Other subsequent cases include _Rio vs. Read_ and _Otero vs. Mesa County Valley School District No. 51_. An analysis of the _Rio_ case is given by Teitelbaum and Hiller in which it is stated that "... for the first time, a district court amplified the holding of _Lau_ by making reference to the legislative history of the Federal Bilingual Education Act of 1974..."* The court observed that increasing the quantity of bilingual programs was meaningless without concomitant emphasis on the quality of instruction. The significance of the case was in the holding that the court would not scrutinize the quality of the proposed educational remedy.

Judicial decisions have had great impact on bilingual education and will continue to do so. At this juncture, it becomes important to emphasize the need to address the educational shortcomings which have precipitated such action. A greater understanding of the benefits of bilingual education will certainly help close the gap of unnecessary conflict in the schools and address as well other issues in the effective delivery of educational programs.

---

*Teitelbaum, Herbert and Richard J. Hiller, 1977. "Bilingual Education: The Legal Mandate", _Harvard Education Review_, 47:20. p. 150.

1.3 Theory and Methodology

Bilingual education is concerned with an educational philosophy that is brought to bear through instruction utilizing the medium of two languages. However, this instruction does not imply a perfunctory translation exercise, but rather the use of two languages in a "real-world" setting. Students in a bilingual classroom use and develop their dual linguistic competence naturally and interchangeably during the course of instruction. The content of this learning experience is not restricted to the acquisition of basic language skills, such as reading, writing and speaking; but extends to the development of other skills, such as arithmetic, history, science, and other culture-specific areas associated with the two languages.

Therefore, the bilingual education mode is distinct from other language instruction such as Teaching a Foreign Language, Teaching English as a Second Language, or using a foreign language exclusively. The latter modes are designed to address different goals with distinct assumptions concerning the student's language capabilities. The foreign language instructional technique was developed in the early 1960's and is largely used at institutions of higher education where it is assumed that the student has had prior knowledge of the language to be taught. The Teaching of English as a Foreign Language (TOEFL) and English as a Second Language (ESL) approaches are related in that they aim for development of the target language with strong emphasis in the basic language skills. The social and cultural variables of the language to be learned represent a marginal emphasis and are rarely included in the language program or curriculum. In the case of ESL, linguistic acquisition is the only concern. Students are drilled on utilizing contrastive analysis of the sound systems of the two languages, and are made aware of the district patterns in the linguistic system to be acquired. The focus of the techniques is remedial or compensatory. The student is usually a new immigrant. The goals are to build competency for speedy acquisition of basic skills.

Therefore, the major distinction between the bilingual/multicultural approach and other language instruction techniques is that the former assumes bilingual capability in the student which should be allowed to develop further through an educational process that recognizes this as a resource of the student. Further, the bilingual instructional technique assumes that the student is participating in a bilingual setting outside of the classroom. The educational process, then, should take into account the natural setting of the child - fostering growth and maturation of the students' total cognitive development. Rather than disturbing the cognitive process with abrupt transition to a foreign language (in this case, English), the approach is focused on smoothly developing both languages.

Due to its interdisciplinary nature, bilingual education has become the concern of linguists, psychologists, educators, sociologists and other scholars. Each views bilingual education from a different perspective; however, the cumulative effect of the development of various theories on bilingual education is the creation of a field unto itself, leading to further investigations into the study of language.

Before the 1974 Education Amendments, bilingual education was for all practical purposes a silent discipline and in many cases was given a "stepchild" status within the academic community. The extent to which bilingual education has gained in importance as an academic discipline can only be determined by further examination of universities and colleges that offer courses to prepare students to enter the bilingual education field. At least 400 institutions of higher learning now provide programs concerning bilingual education. While a comprehensive description of these programs is still unavailable, it is known that these programs range from a few courses to full degree programs. As the basic educational needs of limited English speakers become more evident, it becomes increasingly important to examine carefully the methodologies that are being applied by these universities, as well as those that are currently being developed.

The Council strongly believes that an inventory of higher education programs training teachers in the bilingual education field should be established as a priority in the improvement of bilingual education. The quality of education is ultimately based on the caliber of professionals entering the field. Certification programs which are adopted must be carefully evaluated using criteria that will promote more highly qualified teachers in the field. The Council has found that certification programs vary according to college, university and state education agency goals. In some cases, certification is based on a comprehensive curriculum where those in the training programs are fluent in both English and the target language, have a broad background in various educational methodologies, and are prepared to teach in various subject areas. Other certification programs rely on loose definition of language fluency. In some cases, teachers are competent in one domain of a target language such as reading. However, other domains requiring the proficiency of a particular dialect as it is spoken in the United States are lacking. In other cases, basic subject matter such as mathematics, history, and science is not within the range of pedagogical skills of the trained student although fluency in the two languages is apparent.

The ultimate responsibility for the implementation of this inventory of programs and review of certification criteria will fall on state educational agencies which oversee the standards of the education system within their jurisdiction. Federal aid must continue in order to support bilingual training programs. However, the quality of the certification of these programs will largely depend on the ingenuity and commitment of the state agency.

The Council also believes that this country's institutions of higher learning have a responsibility to conduct relevant research in the areas of bilingual education. Important investigations remain to be conducted in various aspects of language acquisition, and in the development of methods for solving some of the practical problems faced by the teacher in the classroom. The Council believes that a dialogue must be created between the theoreticians of various disciplines and the classroom teacher. Increased study of on-site problems can serve as a laboratory for obtaining the much-needed data for developing better methods for instruction. The role of universities and their cooperation with on-site projects can also contribute greatly to the ongoing activities in the area of instructional materials development.

As is evident in the previous section and will be apparent through the remainder of the report, the Council believes that the President and the Congress have a moral obligation and a responsibility to ensure that the significant progress which has been made in bilingual education will not be sidestepped nor curtailed. It must instead be provided a new impetus with which to move closer to the goal of adequate education for what amounts to a vast number of our children. The Council believes that this is in accordance with President Carter's campaign commitment ". . .to safeguard one of our most precious resources, our children. . ."

CHAPTER TWO

OFFICE OF BILINGUAL EDUCATION ACTIVITIES

The Office of Bilingual Education (OBE), formerly the Division of Bilingual Education, was created by the Education Amendments of 1974 (P.L. 93-380) of the Elementary and Secondary Education Act of 1965. This office has received the major responsibility for initiating and implementing programs for bilingual education at the elementary, secondary, and postsecondary level. Currently, it continues to serve as the sole conduit within the federal government which focuses specifically on the development and refinement of bilingual education techniques, materials, and training. This key office is engaged in the task of demonstrating the bilingual approach in education and fostering its continued growth. The office adheres to the bilingual education philosophy, considering the importance of the native language capabilities of the student and emphasizing the dual development of both English and the native language.

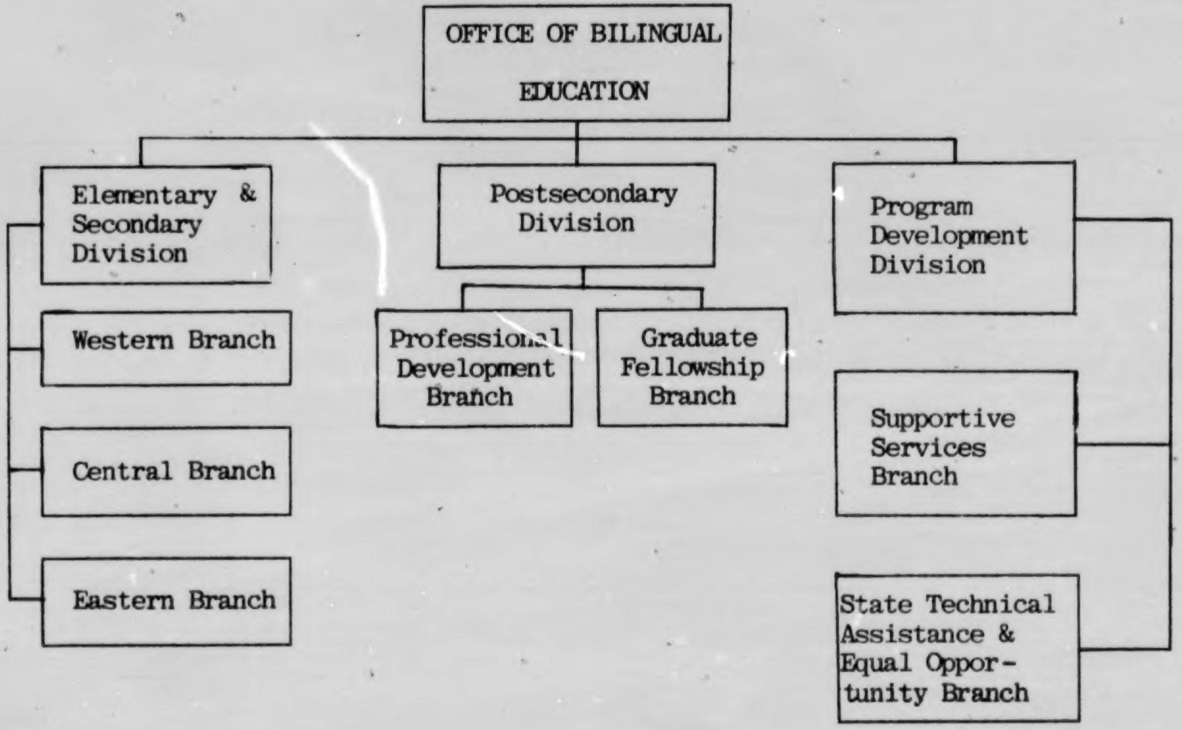
During Fiscal Year 1977, OBE was able to broaden its service capability by awarding federal grants to local school agencies to serve students representing as many as 67 languages and dialects which are known to be spoken in the United States. These programs operated in hundreds of classrooms in the nation during 1977.

The Office of Bilingual Education is organized into three divisions which oversee seven branches responsible for developing programs having an impact at the elementary, secondary and postsecondary levels. The three divisions are the Elementary and Secondary Division, the Postsecondary Division and the Program Development Division.

Through the Western, Central and Eastern Regional Branches, the Elementary and Secondary Division funds and administers the Basic Demonstration Grant Program to the nation's local education agencies. The Postsecondary Division, through its Graduate Fellowship Branch, awards fellowship grants to students to pursue careers in the bilingual education field. Through its Professional Development Branch, the Division administers grants to colleges and universities to train personnel and to develop and/or strengthen much needed bilingual education departments. The Program Development Division is responsible for awarding technical assistance grants and for funding and coordinating the national network of centers consisting of Resource, Materials Development, and Dissemination and Assessment Centers. Figure 1 below depicts the organization of the Office of Bilingual Education.

FIGURE 1

OFFICE OF BILINGUAL EDUCATION


OFFICE OF BILINGUAL EDUCATION
Elementary & Secondary Division
Western Branch
Central Branch
Eastern Branch
Postsecondary Division
Professional Development Branch
Graduate Fellowship Branch
Program Development Division
Supportive Services Branch
State Technical Assistance & Equal Opportunity Branch

Title VII appropriations in Fiscal Year 1977 totaled $115 million dollars. Seventy-five percent of the funds or $85,725,000 were used for the basic demonstration program at 425 projects. Fifteen percent of these funds were earmarked for in-service and pre-service training by the local education agencies. A total of $12,000,000 was awarded for support service programs and represented 10 percent of the total Title VII obligation.

Training programs constituted eight percent of the total obligated amount, or $9,275,000. Three percent or $4,000,000 was used for advancing the state of the art at universities where fellowships were awarded to students to pursue degrees in bilingual education. Another three percent or $1,900,000 was obligated for technical assistance to LEA's. A nominal amount was obligated for the National Clearinghouse ($167,000) and $100,000 was allocated to conduct the activities of the National Advisory Council on Bilingual Education.

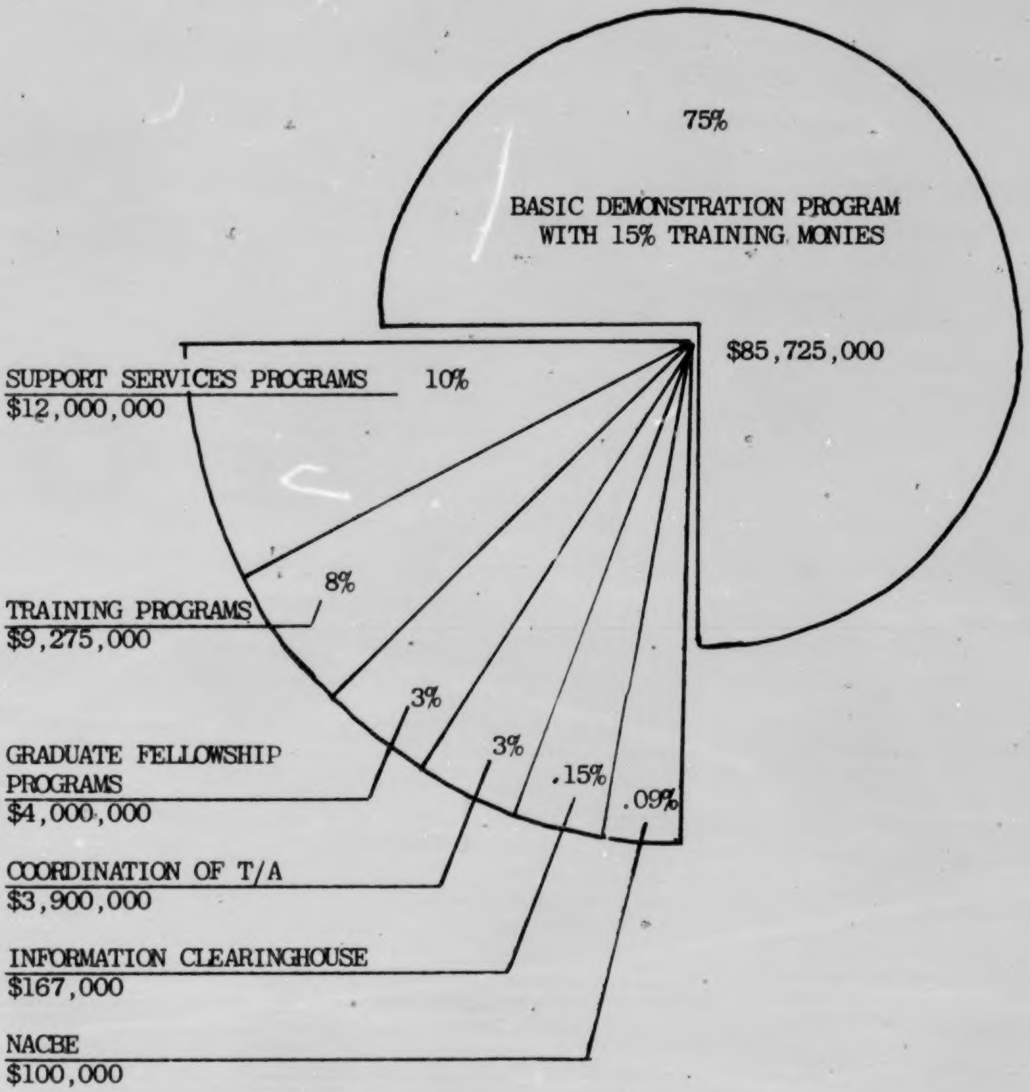
Figure 2, which follows, is a schematic drawing depicting the amount of dollars spent for each of the programs administered by OBE, as well as the percent spent for each program in relation to the total appropriated amount.

Following Figure 2 is a description of each of the three Divisions within OBE and the different programs which each Division administers.

FIGURE 2

ALLOCATION OF TITLE VII APPROPRIATIONS

FISCAL YEAR 1977



2.1 The Elementary and Secondary Division

The Elementary and Secondary Division oversees three regional branches which administer basic demonstration grants operated by local education agencies. During Fiscal Year 1977, a total of $87,725,000 or 75% of the Title VII funding, was allocated to 425 projects in 42 states, the District of Columbia, the Pacific Trust Territories, American Samoa, Puerto Rico and Guam. These funds benefited a total of 259,364 students who reportedly participated in these projects. The projects addressed 67 languages and dialects ranging from common Indo-European languages such as Spanish and French to the lesser known Eskimo languages spoken in Alaska. The LEAs implementing these programs are required to use 15% of their total grant for in-service and pre-service personnel training.

In Fiscal Year 1977, 185 new basic demonstration projects were funded in 35 states. Figure 3 on the following page shows the number of new projects initiated in each state and the target languages for which the programs were designed. California and New York initiated more programs serving a greater diversity of languages in comparison to other states which received OBE funds. The California programs included Spanish, various Asian languages, Punjabi, and the two Pacific languages, Tagalog and Ilocano. The projects funded in New York were equally diverse.

During Fiscal Year 1977, 11 new states--Idaho, Wyoming, Utah, Georgia, South Dakota, Missouri, Tennessee, Ohio, North Carolina, Virginia and Maryland--began bilingual programs for the first time using Title VII funds. Most of the programs with the exception of North Carolina, South Dakota and Virginia provided programs for Spanish-speaking students. North Carolina began a bilingual project for Cherokee speaking students; South Dakota began a bilingual project

FIGURE 3

TITLE VII PROJECTS INITIATED IN FISCAL YEAR 1977

STATE	NUMBER	LANGUAGES
Alaska	7	Central Yupik; Aleut; Yupik*; Gwich'in; Inupiaq; Athabascan.
Arizona	9	Navajo*; Spanish*; Pima.
California	42	Piaute; Spanish*; Tagalog*; Ilocana*; Cambodian; Chinese*; Vietnamese*; Punjabi.
Colorado	6	Spanish.
Connecticut	3	Spanish.
Florida	4	Greek; Spanish*; Tagalog; Vietnamese.
Georgia	1	Spanish.
Idaho	1	Spanish.
Louisiana	1	Spanish.
Maryland	1	Chinese; Greek; Italian; Korean; Polish; Spanish; Vietnamese.
Massachusetts	4	Spanish*; Greek; Haitian-French; Portuguese*.
Michigan	6	Arabic; Spanish*; Vietnamese.
Missouri	1	Spanish.
Montana	1	Crow.
New Jersey	6	Spanish.
New Mexico	6	Spanish*; Keresian; Tewa; Navajo; Apache.
New York	38	Spanish*; Italian*; Mohawak; Japanese; Chinese; French; Haitian-French*; Hebrew; Russian.
North Carolina	1	Cherokee.
Ohio	3	Spanish.
Oklahoma	2	Spanish; Seminole-Creek.
Oregon	2	Chinese; Cambodian; Japanese; Korean; Spanish.
Pennsylvania	1	Chinese; French; Italian; Korean; Portuguese; Spanish; Vietnamese.
Rhode Island	4	Portuguese*; Spanish*.
South Dakota	1	Lakota.
Tennessee	1	Choctaw.
Texas	20	Spanish.
Utah	3	Navajo; Spanish*.
Virginia	1	Spanish; Korean.
Washington	3	Spanish*; Chinese; Filipino; Japanese; Korean; Samoan.
Wisconsin	1	Spanish.
Wyoming	1	Spanish.
American Samoa	1	Samoan.
Guam	1	Chamorro.
Mariana Islands	1	Chamorro; Carolinian.
Virgin Islands	1	Spanish.
TOTAL	185	

*These languages are represented in more than one project in the state.

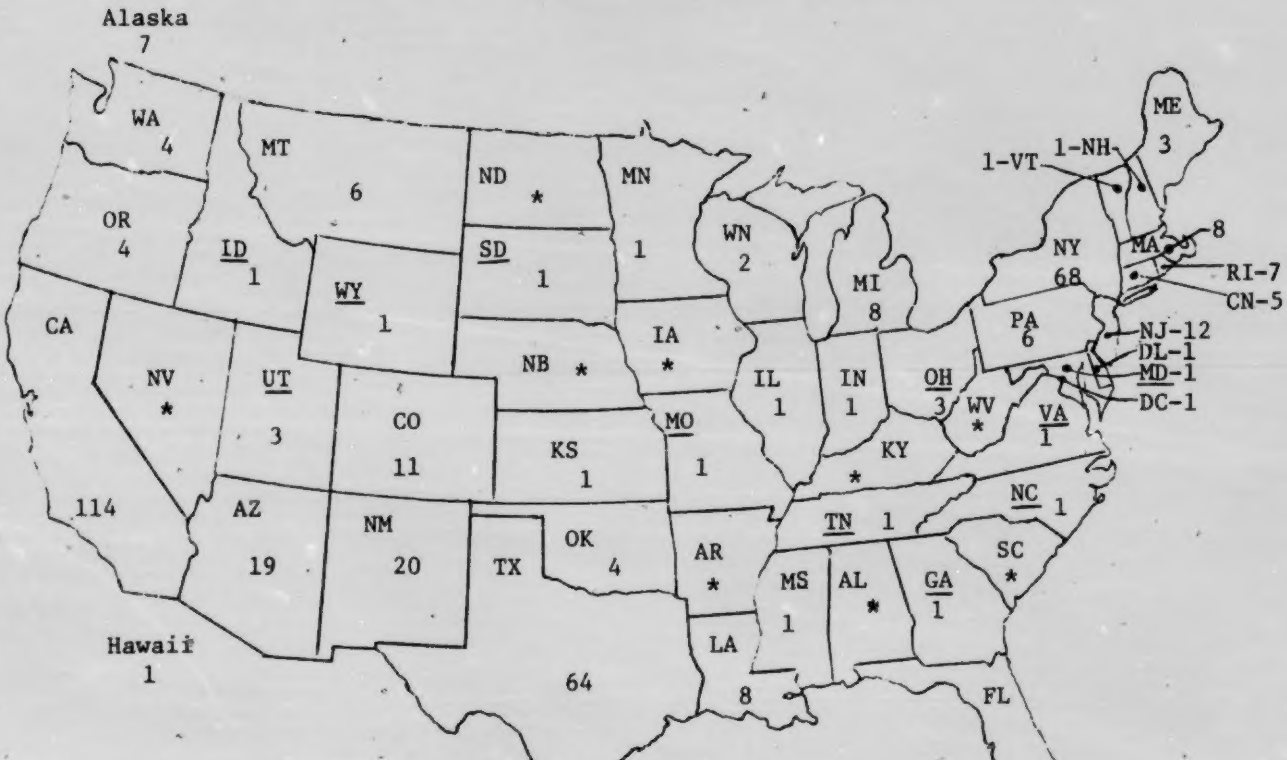
for Lakota; and Virginia began a project for both Spanish and Korean-speaking students. Alaska also began seven new bilingual programs to serve five different linguistic groups in the Arctic Region of the United States

There were a total of nine states in which Title VII projects did not operate in Fiscal Year 1977. They were: Alabama, Arkansas, Iowa, Kentucky, Nebraska, Nevada, North Dakota, South Carolina, and West Virginia.

The following map (Figure 4) shows the total number of basic demonstration programs operating in each state, the 11 states which initiated programs for the first time, and the nine states not operating programs.

FIGURE 4

TITLE VII PROGRAMS



KEY

*	No Title VII Programs Operating in Fiscal Year 1977 (9)
UT	States initiating Title VII projects in Fiscal Year 1977 (11)

During Fiscal Year 1977 the average per pupil cost for Title VII basic demonstration and training programs was $512.70. It was found, however, that the average per pupil cost had a variable range according to the language addressed and number of students served. It was found, for example, that Spanish language programs represented the lowest per-capita cost. Additionally, more Spanish-speaking children participated in the projects as compared to other language groups. Native American projects represented the highest per pupil cost ranging from a high of $1,200 to a low of $153.00 per child. Asian and Pacific pupil costs paralleled those of Native American programs more closely ranging from a high of $866 to a low of $188.33 per pupil. Programs which addressed several languages, including Spanish, Asian, Pacific and Native American, represented an intermediate cost. However, information was unavailable concerning the number of students for each language in these mixed projects.* It is likely that if Spanish language groups were dominant in these projects, the average cost would be lower since Spanish language projects due to higher enrollment, would exhibit lower average costs.

Overall, it was found that there were more Spanish language projects funded than Native American, Asian and Pacific projects. There were also fewer students in the latter projects when compared to Spanish language projects. This brief analysis of per pupil cost indicates that the Native American, Asian and Pacific projects represent a higher cost due to two factors. The factors include the diversity of languages requiring a higher teacher-pupil ratio, and the scarcity of teachers and materials needed to provide

---

* Mixed projects refer to those programs operated by LEAs which were awarded OBE funds to serve more than one language in a given school. For example, a California school district was awarded $682,183 to operate bilingual programs K-12 for both Spanish and Chinese target languages. A total of 2,692 were reported enrolled in the bilingual programs. Information made available to the Council did not provide a breakdown of the number of students in the English-Spanish programs or the English-Chinese programs.

33

bilingual services for those children. Also, in comparison to Spanish-English programs, a substantially lower enrollment is evident. It is obviously less expensive to provide bilingual services to students who are enrolled in a school program where only one language is involved.

Therefore, additional funds are required to maintain Native American, Asian and Pacific projects at a meaningful operational level. Future funding of bilingual projects must acknowledge the target languages, the availability of qualified personnel, the number of students to be served, and the availability of adequate instructional materials for those target languages. Due to the greater availability of materials for Spanish language groups and the greater emphasis in training personnel, a declining cost becomes evident and allows the overall per capita cost to drop for these projects. This statistical information is illustrated in Table One on pages 22-25.

Table One has been grouped according to state and language categories served.* Column (a) shows the total enrollment; Column (b) shows basic program funding; and Column (c) shows the 15% of the funds which must be used for in-service and pre-service training as required. Column (d) shows the total amount of Title VII funds going to each state. Column (e) gives the estimated per pupil cost. This figure is obtained by dividing enrollment into the total amount funded. Information for this table was obtained from the Office of Bilingual Education and represents a summary of the Guide to Title VII ESEA Bilingual Bicultural Programs 1976-1977, produced by the Dissemination and Assessment Center for Bilingual Education, Austin, Texas.

---

* Language categories were developed for summary purposes. "Native American" includes language such as Paiute, Cherokee, Navajo, etc. "Asian and Pacific" refers to Chinese, Japanese, Cambodian, Carolinian, Chamorro, etc. "Indo-European" refers to languages other Spanish, including French, Portuguese, Greek, Polish, etc. Spanish is Indo-European, however; it was given a unique category since a substantial number of bilingual programs involve Spanish.

TABLE ONE

ENROLLMENT, FUNDING, AND COST PER PUPIL EXPENDITURES FOR BILINGUAL EDUCATION PROGRAMS BY STATE AND LANGUAGE GROUPS

State	(a) Enrollment	Funding		(d) Total	(e) Cost Per Pupil (d)÷(a)
		(b) Basic	(c) Training		
ALASKA					
Native American	1,013	$506,730	$76,767	$583,497	$578.00
ARIZONA					
Spanish	8,523	1,334,980	201,574	1,536,554	180.28
Native American	3,466	720,393	113,825	834,218	240.68
CALIFORNIA					
Spanish	44,149	12,286,621	1,979,231	14,265,852	323.13
Native American	126	45,553	113,519	159,072	415.76
Asian/Pacific	2,417	750,375	113,510	863,885	357.42
Indo European	900	231,554	36,553	268,107	297.89
Mixed Programs: Spanish, Asian/Pacific, Indo European	18,654	3,881,174	659,909	4,577,083	245.11
COLORADO					
Spanish	5,911	863,068	138,889	1,001,957	171.93
Mixed Programs: Spanish, Native American	343	73,176	14,384	87,560	255.27
CONNECTICUT					
Spanish	1,730	621,184	97,087	718,271	415.18
DELAWARE					
Spanish	1,421	161,975	23,500	185,475	130.52
DISTRICT OF COLUMBIA					
Mixed Programs: Spanish, Asian/Pacific	1,750	175,216	16,250	201,466	115.12
FLORIDA					
Spanish	1,110	315,714	88,861	404,575	364.48
Native American	141	123,478	18,200	141,678	1,004.80
Indo European	437	137,071	24,188	161,259	369.01
Mixed Programs: Spanish, Asian/American	705	147,826	22,174	170,000	241.13
GEORGIA					
Spanish	216	85,000	15,000	100,000	462.96
HAWAII					
Asian/Pacific	500	358,000	75,000	433,000	866.00
IDAHO					
Spanish	1,800	191,015	28,652	219,667	122.03
ILLINOIS					
Spanish	3,233	2,140,000	360,000	2,500,000	773.28

TABLE ONE
(continued)

State	(a) Enrollment	Funding		(d) Total	(e) Cost Per Pupil (d)÷(a)
		(b) Basic	(c) Training		
INDIANA					
Spanish	31	$17,474	$2,253	$19,727	$636.35
KANSAS					
Spanish	130	52,750	9,750	62,500	480.77
LOUISIANA					
Spanish	1,159	286,451	319,785	607,236	275.92
Indo European	3,666	740,870	121,040	861,910	235.11
MAINE					
Native American	80	91,103	12,750	103,853	1,298.16
Indo European	974	99,984	14,998	295,910	118.05
MARYLAND					
Mixed Programs: Spanish, Asian/Pacific, Indo European	1,058	165,217	24,784	190,001	170.95
MASSACHUSSETTS					
Spanish	1,416	486,156	735,734	1,221,983	395.81
Indo European	492	145,786	23,500	169,286	344.07
Mixed Programs: Spanish, Asian/Pacific, Indo European	1,480	480,446	177,003	657,449	444.22
MICHIGAN					
Spanish	2,041	618,641	80,900	699,541	342.74
Asian/Pacific	198	147,150	22,073	169,323	854.66
Indo European	121	68,984	10,348	79,332	655.63
MINNESOTA					
Spanish	768	171,750	23,250	195,000	253.90
MISSISSIPPI					
Native American	442	230,105	34,228	264,233	598.04
MISSOURI					
Spanish	337	124,845	18,727	143,572	426.02
MONTANA					
Native American	1,198	530,156	92,973	623,129	520.14
NEW HAMPSHIRE					
Indo European	267	102,000	18,000	120,000	449.44
NEW JERSEY					
Spanish	7,056	1,918,373	238,667	2,157,040	305.70
NEW MEXICO					
Spanish	3,511	3,419,782	169,312	3,589,094	1,022.24
Native American	1,536	506,121	219,449	725,570	472.37
Mixed Programs: Spanish, Native American	14,004	4,951,895	767,722	5,719,617	408.42

TABLE ONE

(continued)

State	(a) Enrollment	Funding		(d) Total	(e) Cost Per Pupil (d)÷(a)
		(b) Basic	(c) Training		
NEW YORK					
Spanish	30,329	$5,467,275	$1,214,858	$6,682,033	$220.32
Native American	741	157,964	27,876	185,840	250.79
Asian/Pacific	450	131,120	18,973	150,093	333.54
Indo European	578	398,716	55,356	454,072	785.59
Mixed Programs: Spanish, Asian/Pacific, Indo European	14,004	4,951,895	767,722	5,719,617	408.42
NORTH CAROLINA					
Native American	290	126,225	22,275	148,500	512.06
OHIO					
Spanish	1,309	395,114	62,498	457,612	349.58
OKLAHOMA					
Spanish	200	49,693	8,769	58,462	292.31
Native American	2,432	363,316	68,091	434,407	178.62
OREGON					
Spanish	580	247,690	37,121	284,811	491.05
Asian/Pacific	370	128,705	19,359	148,064	400.17
Mixed Programs: Spanish, Indo European	686	197,313	29,597	226,910	330.77
PENNSYLVANIA					
Spanish	626	268,217	33,600	301,817	482.13
Mixed Programs: Spanish, Asian/Pacific, Indo European	2,155	436,310	68,718	505,028	234.35
RHODE ISLAND					
Indo European	667	315,519	5,905	321,424	481.90
Mixed Programs: Spanish, Indo European	1,675	398,431	35,579	434,010	259.11
SOUTH DAKOTA					
Native American	181	77,907	11,686	89,593	492.26
TENNESSEE					
Native American	41	34,000	6,000	40,000	975.60
TEXAS					
Spanish	73,099	9,607,023	1,477,849	11,084,672	151.64
UTAH					
Spanish	665	152,435	25,750	178,185	267.94
Native American	838	111,492	16,724	128,216	153.00

TABLE ONE

(continued)

State	(a) Enrollment	Funding		(d) Total	(e) Cost Per Pupil (d)÷(a)
		(b) Basic	(c) Training		
VERMONT					
Indo European	312	$96,621	$11,303	$107,924	$345.91
VIRGINIA					
Mixed Programs: Spanish, Asian/Pacific	580	83,719	12,811	96,530	166.43
WASHINGTON					
Spanish	1,643	413,746	70,510	484,256	294.73
Asian/Pacific	373	102,766	15,444	118,210	316.91
Mixed Programs: Spanish, Asian/Pacific	1,015	230,882	34,632	265,514	261.59
WISCONSIN					
Spanish	923	285,160	188,477	473,637	513.20
WYOMING					
Spanish	170	58,924	8,839	67,763	398.60
OUTLYING TERRITORIES					
AMERICAN SAMOA					
Asian/Pacific	1,149	186,400	30,000	216,400	188.33
GUAM					
Asian/Pacific	383	206,051	103,908	309,959	819.29
PUERTO RICO					
Spanish	982	268,888	190,457	459,345	467.67
TRUST TERRITORY OF THE PACIFIC ISLANDS					
Asian/Pacific	1,728	498,656	86,541	585,197	338.65
VIRGIN ISLANDS					
Spanish	980	240,498	11,409	251,907	257.04

Ranges for per pupil costs by language group for states are as follows: Spanish, from a low of $122 to a high of $1,102; Indo European from a low of $118 to a high of $655; Native American programs from a low of $153 to a high of $1,298; and Asian/Pacific programs from a low of $316 to a high of $866.

TABLE TWO

FUNDING LEVEL AND FELLOWSHIPS BY TYPE OF DEGREE BY STATE AND LANGUAGE GROUP

State and Language Concentration for Fellows	M.A.'s		PH. D's		ED. D's	
	No. of Fellowships	Funding	No. of Fellowships	Funding	No. of Fellowships	Funding
TOTAL	289	$1,076,379	245	$1,386,982	75	380,287
ARIZONA						
Spanish			22	175,026		
CALIFORNIA						
Spanish	115	595,512	10	60,000	44	255,186
Asian Pacific	18	92,402			16	91,000
COLORADO						
Spanish			24	144,000		
FLORIDA						
Indo European			10	60,000		
ILLINOIS						
Spanish	15	87,969	32	187,667		
KANSAS						
Spanish	10	54,200				
MASSACHUSETTS						
Spanish			15	89,446		
Mixed Programs: Spanish, Indo European			13	138,000		
MICHIGAN						
Spanish	10	51,570				
MONTANA						
Native American			20	120,000		
NEW JERSEY						
Asian/Pacific	15	90,000				
NEW MEXICO						
Spanish	44	245,715			15	116,001
Native American			7	39,000		
NEW YORK						
Spanish			20	120,000		
Asian/Pacific			20	89,400		
Indo European		89,400	13	139,200		
OKLAHOMA						
Spanish			5	30,000		
PENNSYLVANIA						
Spanish	10	60,000				
TEXAS						
Spanish	37	212,671	47	270,743		
WASHINGTON						
Mixed Programs: Spanish, Asian/Pacific		33 Fellowships for M.A. and Ph.D. programs; Total of $181,459.				

*Totals do not include grants awarded for Mixed Programs in Massachusetts and Washington.

2.2 The Postsecondary Division

The Postsecondary Division consists of the Graduate Fellowship and Professional Development Branches which focus on the development and training of personnel in the bilingual education field as well as on the development of effective bilingual academic programs. During Fiscal Year 1976-77, through the Graduate Fellowship Branch, the Division awarded a total of 700 fellowships to graduate students in 16 states attending 38 institutions of higher education. The Professional Development Branch awarded 100 new grants to develop and/or strengthen bilingual education departments at postsecondary institutions in 28 states and territories.

Table Two on the following page, shows the number of fellowships which were awarded to graduate students pursuing degrees in bilingual education during Fiscal Year 1977. The fellowships covered tuition, books, fees, stipends, and dependency allowances. The fellowship program is designed to promote the training of bilingual teachers and potential university personnel who will in turn train bilingual teachers to teach in bilingual education programs. The Table also shows the number of fellowships awarded to individuals pursuing M.A.s, Ph.D.s, and Ed.D.s in each state and the total funds allocated for these fellowships. The table also indicates the specific languages on which the fellows are concentrating. Two exceptions include the States of Washington and Massachusetts for which information on language concentration was not readily available.

As shown in the Master of Arts Degree column, $1,076,375 was awarded for 28 fellowships at the Master's level. Of these, 241 fellowships were awarded to students or programs concentrating on Spanish/English language programs, while 33 went to Asian Pacific language programs, and 15 to Indo-European languages, other than Spanish. Heavy funding emphasis was placed in California where 115 of the these 241 fellowships were awarded. California also received 18 fellowships addressing Asian-Pacific languages.

Some of the 33 awards made to universities in Washington State for M.A. and Ph.D. Degrees are serving mixed language programs including Spanish, Asian and Pacific languages. Based on the data it was impossible to ascertain the exact amount of awards which were allocated to each language group in that state.

The column showing the fellowships at the Ph.D. level indicates that $1,386,902 was allocated for 245 fellowships at this level. Of these, 175 concentrated on Spanish language programs. Twenty-seven were awarded to persons pursuing Native American language programs and 20 went to persons pursuing Asian-American language programs. Thirteen and 33 fellowships are identified as mixed language programs in Massachusetts and Washington respectively. An additional 23 fellowships went to students pursuing programs dealing with various Indo-European languages such as Greek, Portugese, Italian and French.

A total of $380,287 was allocated to 75 fellowships for Ed.D. level programs. Fifty-nine went to students concentrating on Spanish-English programs, with the remaining 16 going to students concentrating on Asian and Pacific languages.

The analysis presented above and reflected on the Table shows that the Native American, Asian, and Pacific languages remain the least studied languages. The Council feels that more students need to be encouraged to pursue these languages. While Spanish remains the more active language, the Office of Bilingual Education has made significant gains in funding a greater diversity of languages. This funding indicates the growing awareness and need to address languages other than Spanish. In order to continue this effort, it is incumbent on the Congress to take note of this emerging need in our nation as it reviews future appropriations for bilingual education.

The Professional Development Branch is responsible for awarding grants for the training of bilingual personnel. Section 721(a)(3)(A) of P.L. 93-380 states that funds are available for:

> "the establishment, operation, and improvement of training programs for personnel preparing to participate in, or personnel participation in the conduct of programs of bilingual education."

More specifically, the Branch is responsible for supporting training activities in cooperation with IHE's, SEA's, and LEA's for individuals who are involved in bilingual education programs that emphasize career development, train bilingual personnel, train teacher-trainers; or encourage reform in education curricula and establish bilingual education facilities. The Branch also awards grants to IHE's to promote institutional development and innovation in the bilingual field which can include the payment of stipends for individual study in bilingual education.

Table Three below indicates the types of degrees offered in bilingual education programs for different language concentrations. As indicated, participation at the Associate of Arts and Bachelor of Arts levels includes most all of the language groups. However, as above Asian Pacific, Indo-European, and Native American are not represented in programs at the Masters in Education or the Masters of Arts in Teaching level; this is a critical situation for these language groups.

TABLE THREE

TRAINING PROGRAMS IN BILINGUAL EDUCATION BY DEGREE AND LANGUAGE CONCENTRATION

	TYPE OF DEGREE								
LANGUAGE GROUPS	AA	BA/ BS	MA/ MS	M.Ed.	M.A.T.	Teachers Specialist credentials	Ph.D.	AFA*	Ed.D.
Spanish	X	X	X	X	X	X	X	X	X
Asian/Pacific		X	X			X		X	X
Indo European		X	X			X	X		
Native-American (including Eskimo)	X	X				X			

*Advanced Fellowship Awards

During Fiscal Year 1976, the Professional Development Branch awarded $9,275,000 to 100 grantees, including 94 IHE's, three SEA's and three LEA's to develop and/or strengthen bilingual education departments at postsecondary institutions. All grants were awarded on a multi-year basis, extending from two to three years. Table Four below shows the amounts of funding allocated for the training of personnel for bilingual education programs per state and identifies language concentration of those receiving the financial assistance.

The Council believes that the Professional Development Program as well as the Fellowship Program are key elements of the total bilingual effort. It is therefore imperative that better data be obtained on the effectiveness of these programs. The Council feels that OBE should undertake a study to determine the number of students who have actually graduated from these degree programs and whether or not they have been employed in training-related positions within bilingual programs.

TABLE FOUR

FUNDING ALLOCATED FOR TRAINING PERSONNEL FOR BILINGUAL EDUCATION PROGRAMS BY STATE AND LANGUAGE CONCENTRATION

STATE	FUNDING
ALASKA Indian	$ 270,000
ARIZONA Indian Spanish Indo-European	335,000
CALIFORNIA Spanish Asian/Pacific	2,385,000
COLORADO Spanish	335,000
CONNECTICUT Spanish	65,000
FLORIDA Spanish Asian/Pacific Indo-European	280,000
IDAHO Spanish	85,000
ILLINOIS Spanish	245,000
INDIANA Spanish	85,000
KANSAS Spanish	75,000
LOUISIANA Indo-European	90,000
MASSACHUSETTS Spanish Asian/Pacific Indo-European	260,000
MICHIGAN Spanish	435,000
MINNESOTA Spanish	85,000
MISSISSIPPI Spanish	125,000
MONTANA	$ 85,000
NEW JERSEY Spanish Asian/Pacific	320,000
NEW MEXICO Spanish Indian Asian/Pacific	610,000
NEW YORK Spanish	1,370,000
OHIO Spanish	90,000
OKLAHOMA Spanish Asian/Pacific	90,000
RHODE ISLAND Spanish Indo-European	175,000
TEXAS Spanish	765,000
UTAH Indian	85,000
WASHINGTON Spanish	175,000
WISCONSIN Spanish	75,000
OUTLYING TERRITORIES Guam Asian/Pacific	115,000
PUERTO RICO Spanish	45,000*
PACIFIC Asian/Pacific	100,000

2.3 The Program Development Division

The Program Development Division consists of two branches--the Supportive Services Branch and the State Technical Assistance and Equal Opportunity Branch. These branches are directly responsible for administering the technical assistance grants awarded to state education agencies, and for coordinating the Title VII Network which comprises Resource, Material Development, and Dissemination and Assessment Centers. In addition, the Division in a joint effort with NIE will also administer the contract for the operation of the National Clearinghouse on Bilingual Education.

The State Technical Assistance and Equal Opportunity Branch is responsible for administering the five percent allotment of Title VII funds which has been set aside for state education agencies to coordinate technical assistance programs. During 1977, this Branch awarded a total of $1,199,999 in technical assistance funds to 27 states, the District of Columbia, Puerto Rico, the Trust Territory of the Pacific Islands, and the Virgin Islands. These funds are used by state education agencies to provide technical assistance to local school districts which are operating Title VII bilingual programs. The branch is also responsible for relations with professional organizations and the coordination of visits with regional offices as well as coordination with local education agencies.

The Supportive Services Branch is the most active of these two branches, since its primary responsibility is to fund and coordinate the national network of centers. The network was established in July 1976 to meet the growing needs of bilingual programs throughout the country. The network currently consists of: 15 Resource Centers, 14 Materials Development Centers, and three Dissemination and Assessment Centers.

Resource Centers (RCs)

The Resource Centers (RCs) are primarily responsible for providing supportive services in bilingual/bicultural education to LEAs, IHEs, and other appropriate agencies. They serve as primary contact points for teachers and administrators in bilingual education by providing direct technical assistance. The RCs also serve as a link between the LEAs and the Material Development Centers (MDCs) and Dissemination and Assessment Centers (DACs).

The primary functions and responsibilities of the RCs are to:

- Conduct a preliminary needs assessment to determine immediate needs.
- Participate in a national needs assessment.
- Provide training for professional and paraprofessional staff and community members.
- Participate in pilot-testing materials developed by MDCs for bilingual multicultural education.
- Provide programmatic assistance to LEAs and IHEs.
- Provide information to other centers, SEAs, and appropriate agencies and organizations, upon request.
- Cooperate with SEAs in providing services to institutions and personnel involved in bilingual education.

In addition, the RCs have specific relationships to the two other types of centers. In this context, the RCs perform the following:

- The RCs will inform MDCs and DACs of the results of their preliminary needs assessment.
- The RCs will provide input to the DACs for the design of a national needs assessment.
- The RCs will participate in the national needs assessment conducted by the DACs.
- The RCs will display sample materials published and disseminated by the DACs.
- The RCs will provide inservice training on the use of materials from the DACs.

- The RCs will send pertinent information on teacher-training models to the DACs.
- The MDCs will provide staff training to the RCs on the use of materials to be pilot tested.
- The RCs may provide the DACs with input on pilot test design.
- The DACs will provide staff training to the RCs on pilot testing procedures.
- The RCs will conduct pilot testing in coordination with the MDCs and DACs.
- The RCs will provide the DACs with data collected through pilot testing.
- The RCs will assist LEAs in selecting materials from the DACs.
- The RCs will provide information about their activities to the MDCs and DACs.
- The RCs will share information related to training activities with SEAs.
- The RCs will plan selected training activities cooperative with SEAs,

In order to meet the growing needs in the field of bilingual education, as evidenced by the vast number of language groups which the program now services, OBE has divided the country into eight Resource Center service areas. These areas are serviced by the 15 Resource Centers. In 1976 the Program Development Division of OBE increased the number of Resource Centers from a total of seven to 15.

The map on the following page (Figure 5) depicts the eight service areas, as well as the 15 Resource Centers and the states where they are located.

Figure 5 shows that:

- 4 Centers are located in California;
- 2 Centers are located in Washington; and,
- 1 Center each is located in Illinois, Louisiana, Massachusetts, New Mexico, New York, Pennsylvania, Rhode Island and Uta

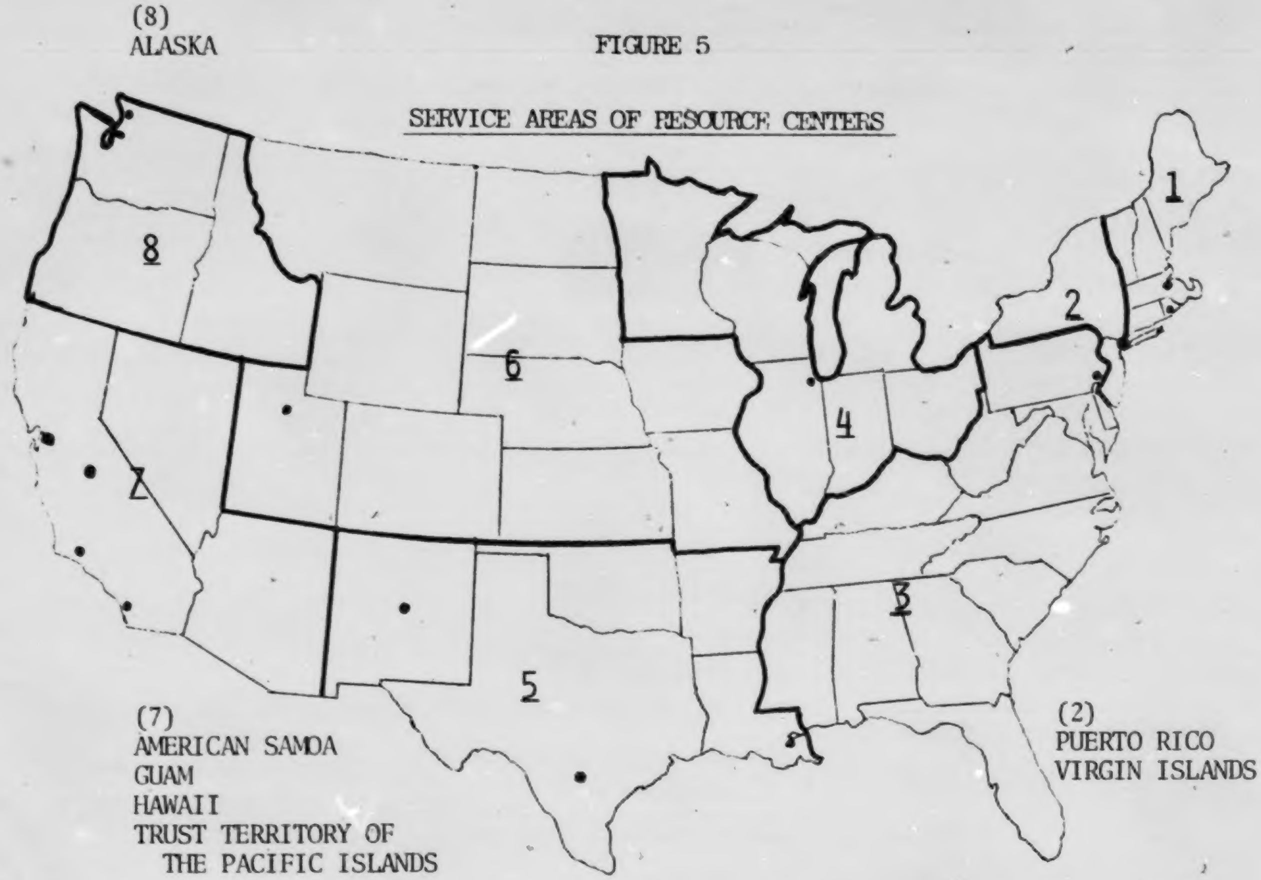


FIGURE 5

SERVICE AREAS OF RESOURCE CENTERS

Table Five lists the 15 RCs, their locations, the language groups addressed by each RC, as well as their funding levels for Fiscal Year 1977.

TABLE FIVE

TITLE VII RESOURCE CENTERS

Resource Center/Location	Languages Served	Funding Level
Berkeley Resource Center Berkeley, California	Native American & Spanish	$600,000
Comprehensive Education Assistance Center Fullerton, California	Spanish	250,000
Cross-Cultural Resource Center Sacramento, California	Spanish & Micronesian	150,000
Bilingual Education Training Resource Center San Diego, California	Spanish	700,000
Midwest Resource Center for Bilingual Bicultural Education Mount Prospect, Illinois	Spanish	500,000
University of Southwestern Louisiana Bilingual-Bicultural Resource Center Lafayette, Louisiana	French, Italian & Spanish	385,000
New England Bilingual Training Resource Center Boston, Massachusetts	Chinese, French, Greek Passamaquoddy & Spanish	250,000
Southwest Bilingual Education Training Resource Center Albuquerque, New Mexico	Native American & Spanish	470,000
Regional Bilingual Training Resource Center Brooklyn, New York	Greek, Italian & Spanish	380,000
Merit Center Philadelphia, Pennsylvania	Spanish	250,000

(Continued)

TABLE FIVE (continued)

TITLE VII RESOURCE CENTERS

Resource Center/Location	Languages Served	Funding Level
New England Multilingual-Multicultural Teaching Resource Center Providence, Rhode Island	Italian, Portuguese & Spanish	$300,000
South Center Bilingual Resource Center Austin, Texas	Spanish	250,000
Delta Bilingual/Bicultural Educational Training Center Salt Lake City, Utah	Native American & Spanish	200,000
Bilingual Education Technical Assistance Center Tacoma, Washington	Pacific Asian & Spanish	200,000
Bilingual Training Resource Center Seattle, Washington	Native American & Spanish	145,000

As evidenced in the Table above:

5 Centers service only Spanish language needs;
4 Centers service Spanish and Native American language needs;
1 Center services Spanish and Pacific-Asian language needs;
1 Center services Spanish and Micronesian language needs;
1 Center services French, Italian, and Spanish language needs;
1 Center services Greek, Italian, and Spanish;
1 Center services Italian, Portuguese and Spanish; and
1 Center services Chinese, French, Greek, Passamaquoddy, and Spanish language needs.

The Resource Centers vary in funding size from a high of $700,000 at San Diego State University in California to a low of $150,000 at California State University at Fullerton.

Materials Development Center

OBE also increased the number of Materials Development Centers (MDCs) during 1976-77 from nine to 14. These Materials Development Centers have been established to develop bilingual instructional material and testing materials to be used by local education agencies, institutions of higher education, and other instructional programs. The MDCs are presently involved in developing bilingual/multicultural materials for students and teachers in Spanish, French, Portuguese, Navajo, Italian, Greek, and various Asian and Eskimo languages.

The primary functions and responsibilities of the MDCs are as follows:

- Develop and revise materials designs according to descriptive research, needs assessments, and pilot testing data.
- Develop multimedia materials for use by teachers and students.
- Produce materials for teacher training.
- Design criterion-referenced tests and other assessment instruments to accompany the materials developed.
- Plan, formulate, and conduct design testing.
- Cooperate with the DACs in the development and implementation of pilot test designs.
- Train RC teacher-training staff involved in pilot testing.

The MDCs relate to other Centers in the following ways:

- MDCs will provide input to the needs assessments conducted by DACs with assistance from the RCs.
- MDCs will conduct materials planning and related research.
- MDCs will develop materials designs using publications handbooks produced by DACs as guides.
- MDCs will develop materials,
- MDCs will manufacture materials for design testing.

- MDCs will design-test.
    - This first test cycle is done locally.
- MDCs will revise materials.
- MDCs and DACs will provide input to RCs for pilot testing of materials.
    - This second test cycle is conducted under controlled conditions, for a limited time, at selected sites.
    - The MDCs will duplicate the materials for pilot testing within the limits of their budgets.
- DACs will analyze pilot test data.
- MDCs will interpret pilot test data and revise materials.
- DACs will publish the first edition of materials.
- DACs will effect a controlled dissemination of materials.
    - RCs will effect a controlled placement of materials and retrieve data.
    - DACs will solicit voluntary input from users and retrieve data.
- DACs will analyze retrieved data.
- MDCs will provide input to DACs for a final materials revision.
- DACs will publish and disseminate materials.

As in the case of RCs, the Office of Bilingual Education developed 14 Centers to administer seven services areas. Figure 6 depicts these areas, and shows where each MDC is located within the service area.

Figure 6 also shows that:

3 Centers are located in California;
2 Centers are located in Texas;
1 Center is located in Alaska;
1 Center is located in Arizona;
1 Center is located in Florida;
1 Center is located in New Hampshire;
1 Center is located in New Jersey;
1 Center is located in New Mexico;
1 Center is located in Wisconsin.

FIGURE 6

SERVICE AREAS OF

MATERIALS DEVELOPMENT CENTERS

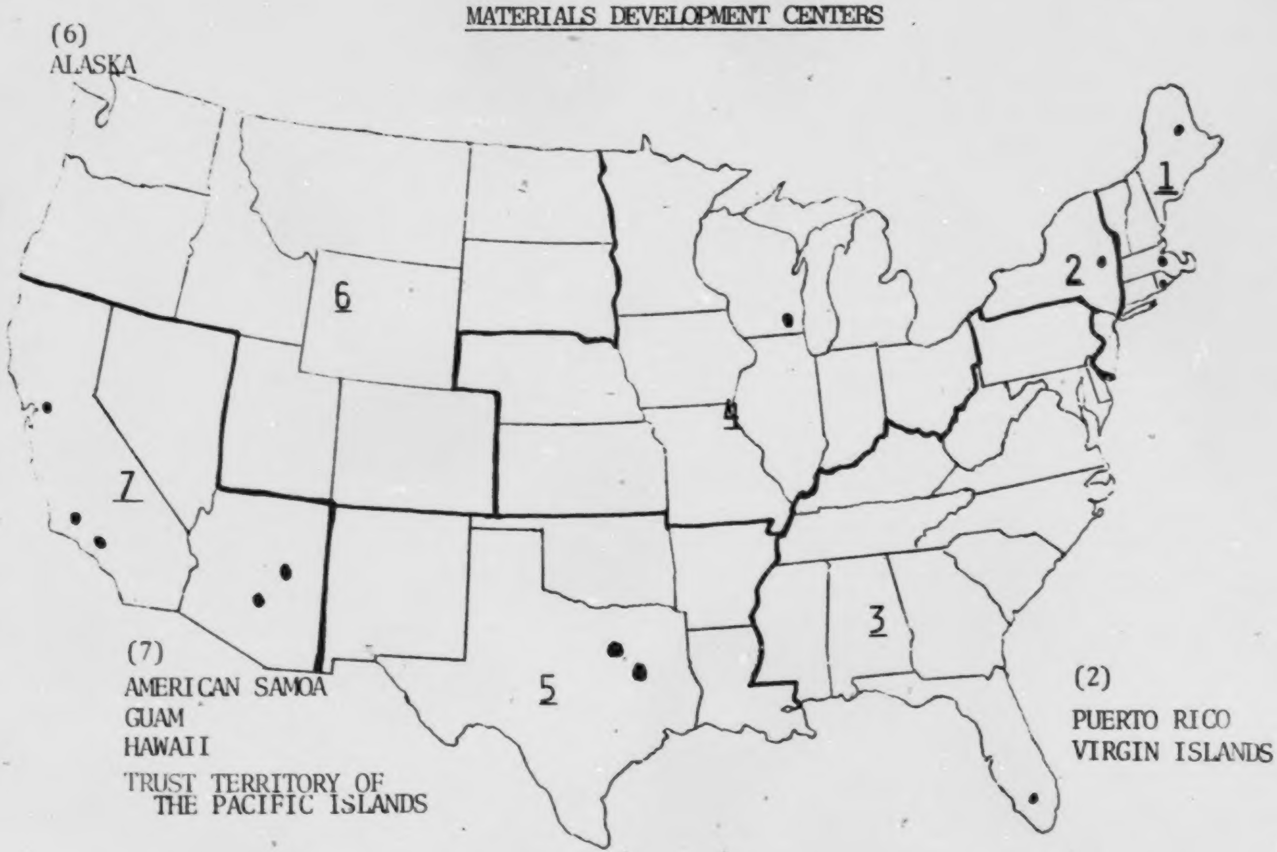


Table Six presents the 14 MDCs, their locations, the languages served by them, and their funding levels for Fiscal Year 1977.

TABLE SIX

TITLE VII MATERIAL DEVELOPMENT CENTERS

Materials Development Ctr/Location	Languages Served	Funding Level
Alaskan Native Language Material Development Center Anchorage, Alaska	Aleut, Gwich'in, Inupiaq, Yupik, Sugpiaq, Upper Kuskowim & Upper Tanana	$300,000
Arizona Bilingual Materials Development Center Tucson, Arizona	Spanish	450,000
Asian Bilingual Material Center Los Angeles, California	Chinese, Japanese & Korean	175,000
Asian-American Bilingual Center Berkeley, California	Chinese, Japanese, Filipino & Samoan	500,000
Multilingual-Multicultural Materials Development Center Pomona, California	Spanish	600,000
Spanish Curricula Development Center Miami, Florida	Spanish	620,000
Midwest Office for Materials Development	French, Spanish & Vietnamese	250,000
National Materials Development Center for French & Portuguese Manchester, New Hampshire	French & Portuguese	380,000
Asian Bilingual Curriculum Development Center South Orange, New Jersey	Chinese, Japanese & Korean	250,000
Native-American Materials Development Center Ramah, New Mexico	Navajo	350,000

(Continued)

TABLE SIX (continued)

TITLE VII MATERIALS DEVELOPMENT CENTERS

Materials Development Ctr/Location	Languages Served	Funding Level
Northeast Center for Curriculum Development	Greek, Italian, Russian Spanish and Yiddish	$550,000
Bilingual Materials Development Center Fort Worth, Texas	French and Spanish	500,000
The National Center for the Development of Bilingual Curriculum - Dallas Dallas, Texas	Spanish	300,000
Midwest Materials Development Center Milwaukee, Wisconsin	Spanish	200,000

As illustrated in the table above:

5 Centers service Spanish language needs;
3 Centers service Asian and Pacific language needs;
2 Centers service Native-American language needs;
1 Center services French, Spanish, Vietnamese language needs;
1 Center services French, Portuguese language needs;
1 Center services Greek and Italian language needs;
1 Center services French and Spanish language needs.

Funding amounts awarded to the MDCs varies from a high of $620,000 at the Spanish Curricula Development Center, Miami, Florida, to a low of $175,000 at the Asian Bilingual Material Center in Tucson, Arizona.

Dissemination and Assessment Centers

The Dissemination and Assessment Centers (DACs) are primarily responsible for providing complementary services in bilingual/multicultural education to Resource Centers, Materials Development Centers, and other appropriate agencies.

The primary functions and responsibilities of the DACs include services and products in four major areas:

- Publications and Dissemination
  - --Assess and select for publication and dissemination primarily Title VII project-developed educational products.
  - --Publish and disseminate selected educational products nationally.
  - --Publish and disseminate reviews of educational and psychometric materials.
  - —Collect, publish, and disseminate general information on bilingual multicultural education.
- Needs Assessment
  - —Develop assessment instruments and the procedures for administering them.
  - --Conduct a national needs assessment.
  - --Specify data analysis procedures.
  - --Analyze and interpret assessment data.
- Pilot Testing
  - --Develop the designs and analyze data to determine the effectiveness and appropriateness of bilingual multicultural education products.
  - --Prepare specifications and special procedures for pilot testing.
  - —Determine site-selection parameters for pilot test sites.
  - —Compile, analyze, and interpret pilot test data.

- Technical Assistance

  --Provide assistance on evaluation and program implementation.

  --Train technical specialists in evaluation designs and procedures.

  --Provide assistance in pilot testing and formative-evaluation techniques.

  --Provide information on the quality and use of psychometric instruments.

  --Provide assistance in developing or selecting appropriate instruments.

To cooperate with the RCs and the MDCs in these four areas the DACs perform the following tasks:

- Publication and Dissemination

  --In cooperation with MDCs, the DACs will solicit, review, and assess Title VII-developed materials which may meet priority needs.

  --In cooperation with MDCs, the DACs will establish publication standards to enhance the quality of materials.

  --The DACs will publish and disseminate finished MDC-developed products.

  --The DACs will provide each MDC with five copies of each publication developed by that MDC.

  --The DACs will provide all RCs with a complete set of publications.

  --The DACs will furnish other network centers with technical and descriptive information on all publications.

- Needs Assessment

  --The DACs will survey network-center directors to identify and prioritize areas of need.

  --The DACs will implement national needs assessments in cooperation with RCs.

  --The DACs will disseminate needs-assessment results to RCs, MDCs, SEAs, the Office of Bilingual Education, and all other interested parties.

- Pilot Testing

  --The DACs will prepare specifications and special procedures for pilot testing by RCs.

  --The DACs will assist MDCs in developing or selecting appropriate instruments.

  --The DACs will determine site-selection parameters for pilot test sites in cooperation with RCs and MDCs.

  --The DACs will provide information to MDCs on data analysis and interpretation of data.

  --The DACs will analyze, interpret, and report pilot test data to MDCs and cooperating RCs.

  --The DACs will provide feedback to MDCs for potential revisions.

- Technical Assistance

  --The DACs will, in cooperation with each other, design, and maintain a general information system about bilingual education projects.

  --The DACs will provide technical assistance to MDCs on data collection instruments for the evaluation of materials.

  --The DACs will provide necessary training to RC staffs in data gathering and evaluation.

  --The DACs will train technical specialists in evaluation designs and procedures, in cooperation with RCs and MDCs.

Similar to the Resource Centers and the Materials Development Centers, OBE developed three Dissemination and Assessment Centers (DACs) to administer three services areas. Figure 7 on the following page depicts the service areas and shows where each DAC is located.

Figure 7 also shows that:

1 Center is located in Massachusetts;
1 Center is located in California; and
1 Center is located in Texas.

FIGURE 7

SERVICE AREAS OF

DESSEMINATION AND ASSESSMENT CENTERS

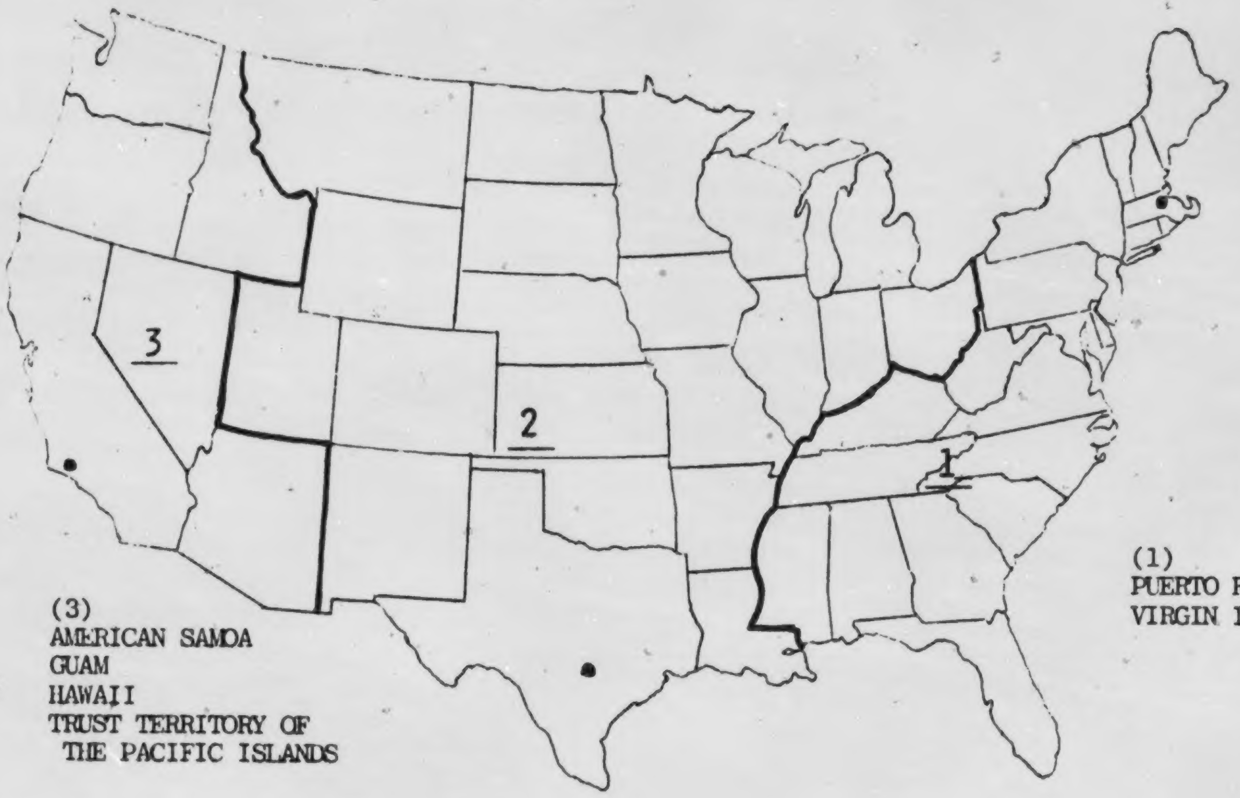


Table Seven lists the 3 Dissemination and Assessment Centers, their locations, the languages served, and the funding levels for Fiscal Year 1977.

TABLE SEVEN

TITLE VII DISSEMINATION AND ASSESSMENT CENTERS

Dissemination and Assessment Center Locations	Languages Served	Funding Level
Dissemination and Assessment Center Cambridge, Massachusetts	Spanish, French and Portuguese	$625,000
Dissemination and Assessment Center Los Angeles, California	Spanish and Asian-Pacific languages	425,000
Dissemination and Assessment Center for Bilingual Education Austin, Texas	Spanish	525,000

Funding amounts awarded to the DACs vary from a high of $625,000 in Cambridge, Massachusetts to a low of $425,000 in Los Angeles, California.

The Council believes that the Director and the personnel of the Office of Bilingual Education have performed an exceptional job in the conceptualization, design, and implementation of all the programs within Title VII. The Council wishes to acknowledge their tremendous contribution towards meeting the educational needs of all LESA children.

CHAPTER THREE

RESEARCH, EVALUATION AND SURVEY ACTIVITIES IN BILINGUAL EDUCATION

The Council, in examining the status of bilingual education for the preparation of this report, has found the National Institute of Education (NIE), the Office of Planning, Budgeting and Evaluation (OPBE), and the National Center for Education Statistics (NCES) to be the key federal agencies for implementing specific research and coordinating evaluations and surveys in the field. While these agencies are involved with all education programs in the nation, they also have specific mandates to evaluate bilingual education programs and analyze bilingual education problems in coordination with the Office of Bilingual Education (OBE).

NIE, in coordination with the United States Office of Education (USOE), is the primary Federal agency responsible for conducting research on bilingual education. OPBE is the principal unit with USOE responsible for evaluating the effectiveness of bilingual education programs. NCES, also within USOE, is directly responsible for the statistical assessment of the educational needs of children, including those of limited English-speaking ability.

The Council has determined that most of the activities of these agencies, particularly those resulting from the provisions of P.L. 93-380, are still pending or in process. The Council also found that by and large these agencies have undertaken various projects with little or no coordination with OBE, and as a result, the products resulting from these activities are weak and often of questionable value. In addition, the cost of some of these activities appears to be extremely high in relation to what the activities produce. It is imperative that the Commissioner of Education specifically instruct these agencies to coordinate their bilingual activities with OBE.

3.1 The National Institute of Education (NIE)

Section 742(c) of the Bilingual Education Act, as amended, instructs the Director of NIE and the Commissioner of Education to work cooperatively in pursuing research to guide the development and implementation of effective bilingual education programs. The Act specifically calls upon NIE and OE to:

- undertake studies to determine the basic educational needs and language acquisition characteristics of, and the most effective conditions for, educating children of limited English-speaking ability;
- develop and disseminate instructional materials and equipment suitable for use in bilingual education programs, and,
- establish and operate a national clearinghouse of information for bilingual education.

Because the mandate was addressed to both agencies, NIE and OE have agreed through a formal memorandum signed in February of 1976, to allocate the responsibilities for the research and clearinghouse mandate to NIE and the development and dissemination mandate to OE.

The research responsibility was addressed by NIE through delineation of the following three components of that mandate.

- the basic educational needs of children of limited English-speaking ability
- the language acquisition characteristics of children of limited English-speaking ability
- the most effective conditions for educating children of limited English-speaking ability

While these three research objectives constitute a rather global starting point, the National Institute of Education has had severe difficulty in launching significant activities due to limited funding and internal problems. The following discussions present summary descriptions of the research efforts presently being undertaken by NIE.

Basic Educational Needs

Identification of the basic educational needs of students eligible for bilingual programs rests on determining learning and incentive motivational styles and language assessment. Four NIE research projects which address these aspects include: (1) the Child English and Services Survey (CESS), (2) the Catalog of Bilingual Assessment Instruments, (3) the Instructional Implications of Cognitive Styles project, and (4) the Bilingual Prediction Study.

The Children's English and Services Survey (CESS) was to have been completed during the fall of 1978, originally under a joint contract with the National Center for Education Statistics. However, difficulty in obtaining a sample from the Bureau of the Census, as well as in obtaining a consent to administer the Measure of English Language Proficiency (MELP) recalibrated questions (discussed under 3.3 National Center for Education Statistics), has forced a delay.

The Study has three objectives: (1) to provide estimates of the number of children aged 4-13 years of limited English-speaking ability; (2) to provide national estimates of the number of children aged 4-13 years of limited English speaking ability who are receiving bilingual and other special services in school; and (3) to provide national estimates of the number of children aged 4-13 years of non-English language backgrounds who are receiving bilingual and other special services in school. As a subsample of the NCES Survey of Income and Evaluation (SIE), this study will eventually sample approximately 2,000 households with non-English language background characteristics ascertained by the same language questions asked in the SIE.
One child in each sampled household will be administered the English language proficiency test. Additional information on the type and/or amount of bilingual

services which are being accorded to the child will be gathered.

A second project addressing basic educational needs in a two-volume *Catalog on Bilingual Assessment Instruments* to be used with bilingual children. The first volume will address practitioners and will comprise a catalog of 100 types of diagnostic, dominance, and bilingual balance testing materials. The second volume of the guide will assess immediate needs in this area and will be addressed to researchers and policy makers for developing further strategies. The catalog, completed in October 1977, will be published Santayana.

The Instructional Implications of Cognitive Styles project will investigate the differences of cognitive styles among a group of students from Mexican-American, Puerto Rican, Asian American, and Native American backgrounds. In the first year this project pilot tested the instruments. In the second year, field data will be collected and analyzed to determine group differences and relationships of cognitive styles measures with achievement. Future directions of the project will be determined by results of the field test. Investigation of instructional approaches associated with cognitive styles are anticipated.

Another project which should be ready for dissemination to school systems in 1980, is the "Prediction of Reading in English for Bilingual Students." This *Bilingual Prediction Study* is currently in its second year. The project examines the factors which will predict a bilingual child's readiness to work in the English classroom, and therefore will assist bilingual program personnel in determining when a child is ready to make the transition from instruction in his/her native language to instruction in English. Results from the first year indicate that reading proficiency in Spanish is important for the child to profit from instruction in English. The study will be extended longitudinally and will be validated on additional students. One product will be a manual for practitioners to use in assessing readiness for English language instruction.

Language Acquisition

The second research mandate addressed by NIE involves language acquisition studies. Little research has been conducted on the acquisition of languages other than English that are learned as first languages. In developing sound bilingual programs emphasis must be placed on these languages as they are spoken in this country, and on their social roles and functions. The lack of information regarding the socio-cultural setting of the communities, schools and students, creates a major challenge of instituting multicultural/bilingual programs. These studies will concentrate on several geographical areas where languages other than English are in frequent use. Target information will concern surveys of what languages are spoken, numbers of speakers in each language, school/community linguistic goals, differences between acquisition and use of home-school language(s), school and community attitudes toward the languages and how to translate diverse views about language into educational goals and positive language planning. This knowledge is intended as an important tool for the improvement of educational practice so that teachers may more effectively meet the individual needs of all students. Products of the studies will include research reports from the different sites and guides for school personnel and community groups.

Effective Educational Conditions

The third research area addressed by NIE is the determination of the most effective conditions for educating students with limited English-speaking ability. Specific projects include: (1) the Survey of Bilingual Approaches, (2) the Bilingual Evaluation Technical Assistance project,

(3) the Teaching and Linguistic Pluralism project, and (4) the Bilingual/ Desegregation Policy Papers.

The purposes of the Survey of Bilingual Approaches are: (1) to determine how bilingual education is being implemented in Federal and State projects, and (2) to identify effective implementation approaches which might serve as models. The study will be conducted in three stages over a three-year period. In the first stage, a survey of local education agencies will identify projects in bilingual education using approaches that have programmatic or theoretical importance. The second stage will consist of reviewing these projects in greater depth to identify the level of implementation of the approaches. The third stage will focus on the relation of implementation variables to program outcomes for difference approaches. Approaches identified as most effective will be disseminated for practitioner use. NIE hopes to inagurate this study in FY 1978.

The purpose of the Bilingual Evaluation Technical Assistance project is to improve the capability of school districts to conduct internal evaluation of bilingual programs receiving Federal and state support, since their present evaluation capability is limited by insufficient information about assessment instruments and alternative design models. Through a series of workshops for bilingual program evaluators, the project will develop a technical assistance model package which will focus on the selection and design of instruments that are compatible with Federal and state regulations. The package will include the formation of objectives and the selection of instructional and curricular approaches, as well as identify a set of similar variables that can provide common information across projects. The package will be made available to local and state educational agencies through the existing Title VII technical assistance network or other state technical assistance networks. This activity is presently ongoing and will be completed in FY 1979.

The Teaching and Linguistic Pluralism Project, which should be concluded by May 1978, is attempting to identify teacher knowledge and behaviors associated with effective instructional methodologies in bilingual programs. In the first of four phases, this project formulated language balance tests to determine the child's dominant language and establish the appropriate student curriculum. These test instruments are ready for publication. During the second phase, teacher guides were developed to illustrate how Spanish dialects can be utilized legitimately in teaching students their appropriate lessons. In the third phase of the project, experts were contracted to write Spanish language tests to certify teachers for bilingual programs. The test examines the teacher's ability to speak Spanish, his/her knowledge of Spanish as spoken in the applicable geographic area and his/her ability to teach reading in Spanish. By developing a matched guide instrument, the project tries to determine inherent attitudes toward languages, the degree of tolerance for a particular accent or dialect, and in what situations a dialect may be appropriate.

NIE is coordinating the development of a series of ten bilingual desegregation policy papers to address the various problems inherent in introducing bilingual education programs into districts which are undergoing desegregation orders. Since the 1954 decision in Brown vs. Board of Education, equal protection has been a primary means of equalizing opportunity to all groups who have been subjected to inequities. A commonality of goals, therefore, exists between the intent of desegregation and bilingual education. Despite this commonality, the processes and constituencies

The ten policy papers will be written by various bilingual education authorities across the nation to assist policy makers to resolve the conflict. Three papers will address legal aspects of the conflict; one paper will discuss its political ramifications; two papers will discuss bilingual/bicultural program implementation; two will suggest comprehensive language policies; one will address teacher-classroom perspectives; and one will discuss the conflict from the Black viewpoint. The project is expected to be completed by December 1977.

In March 1977 NIE and the Office of Bilingual Education (OBE) jointly sponsored a program planning conference to identify strategies for coordinating and supporting the dissertation research of the ESEA Title VII Bilingual Educational Doctoral Fellows. Of the 708 Fellows in the Fiscal Year 1976 program, 239 are in doctoral programs at 22 institutions of higher education (IHE) throughout the country. While the Fellowship Program provides up to three years of tuition and living expenses support, it has not heretofore offered support for dissertation research or for any research coordination activities among doctoral programs.

The principal purpose of the conference was to encourage dissertation research in critical areas of bilingual education. A second objective was to stimulate participation of the Doctoral Fellows in educational research and development, both as performers and users. The participants in the conference included Program Directors, Doctoral Fellows, and federal personnel involved in programs to improve education for culture and language minorities. While all 22 Program Directors were invited, the limited funds available for the conference made it possible to pay for travel and expenses for only 13 Fellows. Every effort was made to include at least one fellow in the conference from each ethnic/language minority.

This conference was the result of a cooperative effort among three federal entities whose mission either directly or indirectly is concerned with quality education for culture and language minority children. Funding for the conference was provided by the Women/Minority Program, whose primary purpose is to encourage increased participation of minorities and women in educational research. NIE, whose purpose is to find solutions to those unique educational problems faced by cultural/language minority children through the conduct of research, and the Office of Bilingual Education, which administers all Title VII legislated programs, including the Fellowship program, contributed time and resources to both the planning and conduct of the conference.

The final NIE/OE mandated activity is the establishment and operation of a bilingual clearinghouse. After more than five years of lobbying and advocacy for an entity by bilingual educators, practitioners, as well as community leaders, the Congress called for the establishment and operation of a national clearinghouse of information for bilingual education, which shall collect, analyze, and disseminate information about bilingual education and related programs. . . . . under Part C, Section 742(c) (3) of the Bilingual Education Act of 1968, as amended by the Education Amendments of 1974 (P.L. 93-380).

On September 30, 1977, the National Institute of Education in a joint effort with the Office of Bilingual Education of the United States Office of Education, executed a three-year contract with InterAmerica Research Associates, a minority owned management consulting firm, to finalize the development and implementation of the long sought objective. InterAmerica will undertake this effort under a joint venture with the Center for Applied Linguistics (CAL).

The realization of the Clearinghouse was a long and tedious process which sought to ensure that the views, expectations, and perceived needs of all potential clearinghouse users were taken into account prior to the development of the final specifications. As early as the fall of 1975, the Office of Bilingual Education took the initial step by awarding a contract to InterAmerica to conduct a preliminary study and to develop three alternative models which the Clearinghouse could take. The study design called for the conduct of: (1) a user needs assessment to determine the services which the Clearinghouse should provide: (2) an inventory of materials existing within the Title VII system to determine the types of materials which the clearinghouse might be required to process; and (3) an assessment of current information dissemination systems in order to design the operating mode of the clearinghouse. From this information, InterAmerica delivered three design models, all of which called for the Clearinghouse to be the central and coordinating mechanism for the bilingual education effort, as well as provide an Active Mode of information dissemination.

The next step in the development of the Clearinghouse required NIE and OBE to verify the user needs as identified by InterAmerica and to allow direct input with the final specifications by as wide an audience as possible. Arawak Consulting Corporation, a New York based minority firm, was awarded a contract to arrange and coordinate a series of six conferences to solicit representation of all levels of involvement in bilingual education. The views and recommendations of the participants were taken into account as the final specifications were developed. This process has been perhaps the most comprehensive attempt by NIE and OBE to ensure the active involvement of the client population in the planning and development of any one project.

The Clearinghouse in its first year, funded a beginning level of $300,000, placing dual emphasis on coordination, service, and product delivery, as well as, further planning and refinement of the long-term mission of the Clearinghouse. Refinement remains a priority since there are still many unanswered questions related to the direction that the Clearinghouse will take. Many of these questions revolve around the ability of the ERIC System, some of whose features are utilized by the InterAmerica design, to effectively and actively meet the user needs of the bilingual education community. Towards the end, an Advisory Panel of recognized leaders in bilingual education will assist the InterAmerica/CAL team of technicians to assess and determine the future direction of the Clearinghouse.

In terms of service delivery, the Clearinghouse will provide:

-- direct communication with the bilingual education field by a toll free Watts Line;

-- free computerized search for information to all the Title VII Center Network;

-- free reference and referral service on information requests by the Title VII Center Network; and

-- training on the use of computer terminals for Title VII Center Network personnel.

In the area of product delivery, the Clearinghouse will:

-- develop and disseminate on a national scale a "conceptual design" of the clearinghouse which will definitely describe the long term and future direction of the Clearinghouse;

-- develop and disseminate on a national scale, a minimum of eight issues of a National Newsletter on Bilingual Education;

-- develop and disseminate a minumum of ten (10) Information Analysis Products which will address key issues affecting bilingual education; and

-- conduct a comprehensive needs assessment on information dissemination for bilingual education which will assist to determine the future direction of the Clearinghouse.

The Clearinghouse will be physically located in its own facility after January 1, 1978 at 1500 Wilson Boulevard in Rosslyn, Virginia.

3.2 Office of Planning, Budgeting, and Evaluation (OPBE)

OPBE is the arm of the U.S. Office of Education which conducts evaluation studies of educational programs administered by USOE. As the internal evaluation unit of USOE, OPBE functions quite independently, often undertaking evaluation projects on programs without proper consultation and coordination with the affected program division within USOE. The Council has determined that this has been the case with many of the bilingual education activities OPBE has undertaken. While the Council can appreciate and understand OPBE's internal evaluation function, the Council recommends that, due to the unique nature and needs of bilingual programs, any bilingual program evaluation actively undertaken by OPBE must be closely coordinated with the Office of Bilingual Education.

Over the past three years, OPBE has conducted the following evaluation studies which bear directly on bilingual education:

- An Evaluation of the Impact of ESEA Title VII Spanish/English Bilingual Education Programs;
- A Study of State Programs in Bilingual Education;
- A Study of the Status of Bilingual Vocational Education;
- A Study of Change Agent Programs;
- A Study of the Status of Bilingual Materials Development and Their Transition into the Classroom;
- An Evaluation of Bilingual Project Implementation Via Project Information Packages (PIPs).

The first four studies have been completed. The fifth study should be completed in early 1978. The sixth and last study was initiated in August 1977, and will continue for a three-year period. The following discussion summarizes the results of these studies.

An Evaluation of the Impact of ESEA Title VII Spanish/English Bilingual Education Programs. Educators and non-educators alike have shown a growing awareness of the lack of and need for evidence regarding the effectiveness of bilingual education programs. In 1974 OPBE contracted the American Institutes for Research (AIR) to evaluate the degree of effectiveness within some of these programs. Up to that time, no large-scale national evaluation of the effectiveness of the Title VII Program had been conducted. In April 1977, the results from this evaluation were released; final results will be available in November 1977. The objectives of the study were to:

- determine the impact of bilingual education on students enrolled in Spanish/English Bilingual education projects funded through ESEA Title VII;
- describe the educational processes operating in these projects;
- identify those educational practices which result in greater gains in student achievement; and
- determine costs per student associated with each project.

There have been wide reactions to the findings of the study from bilingual education practitioners, questioning the theoretical basis for the design of the report, as well as the evaluation methodology employed. Bilingual education groups have categorized this report as being reflective of the nation's general lack of awareness concerning bilingual education in this country. Critical analyses of the report emphasize that the report contains major discrepancies in the identification of the target population, the selection of comparable control groups, test instruments used in the study, the amount of time between pre- and post-testing, lack of consistency in programs under study, adequacy of instructional staff, and the proper identification of funds used to determine cost per student.

Additional important questions have also been raised regarding one of the study's major objectives: to identify educational practices which result in greater gains in student achievement. This apparently was not thoroughly addressed in the study, inasmuch as efforts to associate effective educational practices with particular student outcomes were not necessarily based on the classrooms which showed unusually effective or ineffective gains. The randomly selected classrooms for this phase of the study were not always those upon which critical observations and conclusions about student achievement gains (or losses) were made. Thus, the identification of education practices which result in greater gains in student achievement are of minimal use to the educational practitioner wishing to implement successful educational practices in bilingual education.

On the basis of data collected in the fall of 1975 and the spring of 1976, some of the conclusions of this study were the following:

> Student Characteristics
>
> Approximately 75 percent of the students enrolled in Title VII Spanish/English bilingual classrooms in grades 2 through 6 were of Hispanic origin. However, less than one-third of the students enrolled in the Title VII classrooms in grades 2 through 6 were of limited English-speaking ability.
>
> Teacher Characteristics
>
> Almost all the teachers and most of the aides had been involved with inservice or district workshops in bilingual education and had taken coursework in bilingual education. Two-thirds of the teachers, and two-thirds of the aides had two or more years of teaching experience in bilingual education classrooms.
>
> Student Achievement
>
> Students in the bilingual projects generally performed better in mathematic skills compared to Hispanic students who were not in bilingual projects. Both groups either maintained or improved their percentile rank gain of approximately 30 per cent between pre-test and post-test periods. Hispanic students' post-test achievement in Spanish reading exceeded that measured at pre-test; however, because there was no way to estimate how well such students would have scored in the absence of a bilingual education program, the extent to which such gains should be attributed to the program is not clear.

> Programmatic Intent
>
> Although the intent of the ESEA Title VII legislation is to focus upon students of limited English-speaking ability, approximately 85 percent of the project directors indicated that Spanish-dominant students remain in the bilingual project once they are able to function in school in English. Only 5 percent of the project directors indicated that a student is transferred to an English-only classroom once the student learns English well enough to function in school.

Several bilingual education specialists have reacted against the findings of the AIR study.* Some of these reactions are discussed below.

> Student Characteristics
>
> The phrase, "limited English-speaking ability", only included students who spoke absolutely no English. Limited English proficiency was never assessed. Students were simply classified on the basis of Spanish or English language dominance. Therefore, a youngster dominant in English, but limited in English-speaking ability, was misclassified as English dominant. Analysis based on these types of misleading categories must invariably lead to faulty conclusions.
>
> Teacher Characteristics
>
> Although a high percentage of the Title VII staff received inservice training, the range of Title VII teacher inservice training varied from less than one day of training to 30 or more days of training during a five-year span. AIR makes no attempt to include such differences in its impact study nor is there an indication of the extent and quality of such inservice training. Also, no support is given to warrant the assumption that these teachers' qualifications or experiences resulted in the delivery of more effective bilingual classroom instruction; for instance, although one-third of the non-Title VII teachers and aides were previously involved

---

* See the Intercultural Development Research Associates (IDRA) Preliminary Report, Evaluation of the Impact of ESEA Title VII Spanish/English Bilingual Education Program; also Michael O'Malley testimony, June 7, 1977, before the Subcommittee on Elementary, Secondary, and Vocation Education of the Committee on Education and Labor, House of Representatives; and the Honorable Ruben Valdez, Vice Chairman, National Council of La Raza, and Michael Cortes, Director, Legislative Analysis, National Council of La Raza, before the same Committee on June 9, 1977.

in a bilingual program, this fact never resulted in bilingual instruction for the control group.

Student Achievement

Before adequate comparisions can be made between two groups, the groups must be comparable across important and pre-established social, cognitive, and economic factors. The AIR comparison groups were not equivalent in Spanish or English language proficiency; a major flaw. Obviously, the lack of a non-equivalent control group can ultimately result in significant differences in group scores.

There is also evidence to suggest that the Title VII and non-Title VII groups differed in the area of cognitive development. No cognitive development instrument was used to assure group comparability. It is quite unreasonable to compare the progress of students in bilingual classrooms with the progress of children in non-bilingual settings, when those children do not share the same cognitive abilities or educational differences.

It is interesting to note, however, that despite these imbalances, the Title VII Hispanic students, although seemingly less proficient in English, generally performed better than the non-Title VII Hispanic students in mathematical computation.

Programmatic Intent

It is difficult to objectify what is meant by the Phrase, "students who are able to function in school in English." From AIR's statements on student achievement, it is logical to assume that if Title VII Spanish-dominant students could do "well enough" to function in English, they should do as well as non-Title VII children in English-speaking ability. However, since AIR did not find this to be true, they should not have inferred, as part of their conclusions, that these students should no longer remain in bilingual classrooms. This is programmatically unsound: There are no uniform guidelines that enable programs to decide when a Spanish-speaking child becomes capable of functioning successfully in English. Since AIR does not have evidence to indicate that a child who can function in English (by whatever proficiency measure used) will be better served in a transitional bilingual program as opposed to a bilingual maintenance program, we are as a result left profoundly bewildered, and greatly disappointed by this negative inference.

A Study of State Programs in Bilingual Education. The second study conducted by OPBE analyzed authorizing legislation; procedures used to identify program goals and objectives in state bilingual programs; mandated or prohibited approaches or practices required by state statute; and program requirements. The study established the following findings:

- As of December 1976, local educational agencies in 40 states could legally implement bilingual education programs--a marked increase from 1968 when a total of 20 states specifically prohibited bilingual education programs.

- Local educational agencies in 20 states were prohibited by law from giving classroom instruction in a language other than English. However, four states chose not to enforce this prohibition and implemented Title VII bilingual education projects.

- In terms of state requirements, the findings determined that:

  17 states implemented transitional bilingual instructional programs;

  13 states established specific qualifications for teacher certification in bilingual education;

  13 states provided local educational agencies with supplementary funds in support of bilingual education;

  13 states provided local educational agencies with supplementary funds in support of bilingual education;

  13 states mandated a cultural component in bilingual instructional programs; and

  11 states require parental consent for enrollment of students.

- Overall, with few exceptions, the state education agencies appeared to play a very minor role in bilingual education. But this role is beginning to grow. Only 13 to 50 state agencies had full-time staff involved in bilingual education, and only eight had three or more staff members devoted to bilingual education.

- In general, neither a yearly limited English-speaking ability student census or a standard method for identifying students of limited English-speaking ability is required. Perhaps as a result of this lack of a process mandate, it was found that methods used in identifying students of limited English-speaking ability were inadequate.

- The study also determined that bilingual education program materials in languages other than Spanish generally are not available, and that there is a considerable shortage of qualified teachers.

- Finally, the study determined that 22 states reported over 1.3 million school students were of limited English-speaking ability and therefore in need of bilingual education. Of these, only 40 percent were enrolled in bilingual education programs.

The Education Amendments of 1974, P.L. 380, provided authority to support bilingual vocational training programs. The purpose of the Bilingual Vocational Training Program, Part J of this Act, is to provide persons who have left or completed elementary or secondary school, and who are unemployed or underemployed because of their limited English-speaking ability, with training which will enable them to enter the labor market. The essential aspect of Part J projects which differentiates them from a monolingual vocational training program is that training is conducted in both English and the non-English language; trainees acquire sufficient competence in English to enable them to perform satisfactorily in a work situation. The English instruction in the projects is closely related to the jobs for which persons are being trained.

A Study to Assess the Status of Bilingual Vocational Training. This study, the third conducted in the bilingual field by OPBE, was undertaken to determine the state of the art in this particular area. It included an inventory of programs available for adults who are of limited English speaking ability throughout the nation's 50 states. The inventory revealed that there are 98 programs in 21 states for persons 16 years of age and older who are no longer attending elementary or secondary school. It showed that approximately 13,000 students were enrolled in occupational training programs that provide some form of bilingual instruction. At least 400 courses in seven major occupational areas were identified. The largest work area consisted of trade and industrial skills for which 170 courses for 35 different skills are being taught. More than one-third of the programs (38 percent) located in the state of California. The remainder of the programs are located in New York, Texas, Arizona, Pennsylvania, New Mexico, Massachusetts, and Connecticut. Most programs are offered by local education agencies, Junior and Community colleges, regional occupation centers, Job Corps and manpower training agencies.

Findings on labor force characteristics showed that unemployment rates were higher for persons whose usual household language is not English; 11.5 percent compared with 8.8 percent for those whose usual household language is English. Linguistic groups whose unemployment rates are more than 10 percent included Greek, Italian, Spanish and Filipino.

The information on the inventory was obtained by questionnaire administered personally or by telephone to 400 regional staff members in both the Office of Education and Department of Labor. In addition, several local administrators were canvassed, where delivery of vocational services is decentralized.

A Study of Change Agent Programs. The fourth study, which OPBE contracted, was a four-year study on "change agent" programs. This project was completed in 1977 by the Rand Corporation, of California, for the Office of Education. The Study of Federal Programs Supporting Educational Change was conducted to determine the extent to which local school districts adopt innovative, locally-sponsored programs once initial Federal funds are depleted. The study focused on four phases of a bilingual project including its initiation, design, operation, and continuation.

During the initiation phase, most program decisions were based on the availability of Title VII funds, one of the principal sources of bilingual education funds, and according to priorities established by the individual districts. Community pressure was rarely applied to districts to initiate bilingual programs. The report cited agency pressures as the cause for early decisions becoming politicized rather than focusing on pedagogical issues.

In the design phase, projects were found to be educationally traditional except in cases where two different languages or cross-cultural curriculum materials were used in the classroom. Lack of innovation during the design phase was attributed to lack of experience by designers in bilingual education, and reluctance by teachers to adopt popular innovations such as "open classrooms" which were reportedly considered or inappropriate for bilingual program participants. If bilingual programs were established, they were considered a result of responding to the specific needs of students where teaching in two languages appeared to be an obvious choice. In addition, where innovation did occur, it was a result of other variables such as teacher shortages in the field, causing some projects to adopt such techniques as team-teaching to meet their needs.

The operations phase included major changes of program scope and management. These changes were invoked, according to the report, due to the presence of unanticipated or inadequately addressed problems. Outside agencies helped to precipitate changes in the project, but these were typified as disruptive to program operations.

Finally, during the continuation phase, it was found that most Title VII projects continued to receive external funds after the Federal funding cycle had terminated.

The study concluded that four major obstacles exist for implementing local bilingual education programs. These include:

-- a high degree of political complexity;

-- pronounced traditionalism of bilingual education programs;

-- resource shortages (materials, staff, and models);

-- the number of eligible students and the variety of language skills the project design must accommodate.

A Study on the Status of Bilingual Materials Development and Their Transition into the Classroom. This study was initiated by OPBE in the fall of 1976. The purpose is to conduct a national assessment of material needs and to compile an inventory of materials presently existing in bilingual education, as well as to assess how the materials are entering into the classroom. The study design relies heavily on the Title VII Center Network for information on the amount and types of materials available. A similar assessment and inventory, as a result of the Clearinghouse design study, was performed by the Office of Bilingual Education in 1976. However, the OPBE study will also conduct an inventory of publishers active in the bilingual education field. The study should produce a comprehensive and updated inventory of material available. The results should be available in the spring of 1978.

An Evaluation of Bilingual Project Implementation Via Project Information Packages (PIPs). This is the most current study being conducted in bilingual education under the auspices of OPBE. The RMC Research Corporation was awarded a contract in August 1977 for $1,113,205 to conduct this three-year study. The study is designed to evaluate the implementation process of the four exemplary projects identified by the AIR study and which were subsequently "packaged" as part of the USOE's effort to disseminate information on exemplary programs. Under this effort, programs which are found to be effective are packaged into "Project Information Packages" (PIPs). School districts wishing to replicate these models in their programs, may easily secure information on them by requesting PIP kits which explain the models and the resources and settings in which they may work best. PIPs are available not only for the four exemplary bilingual programs identified by the AIR study, but also available for non-bilingual programs.

This study will evaluate the process of replicating these exemplary programs as well as measure the impact on the children who will be served by these programs. Information on the four exemplary programs was made available by OBE to school districts submitting applications for demonstration programs. The LEAs could then choose to implement these programs in their school districts. A sample of the school districts which chose to implement the programs will be selected to participate in this study. The study has just begun and information and findings from its operation will not be available before 1980.

As is evident from the above descriptions of OPBE activities, this office has had difficulty in implementing sound and effective evaluation activities. The findings of the AIR study are highly questionable and cannot be used to successfully assess the effectiveness of the bilingual program. The expenditure of over one million dollars to perform this study represents a gross and useless waste of the tax payers' money. The usefullness of the teacher survey, as it presently stands, will also be of little use. The Council believes that these problems may be avoided if OPBE will coordinate their activities much closer with OBE. It is also imperative that OPBE employ personnel with a background and understanding of the unique needs required in performing evaluations on bilingual education programs.

3.3 The National Center on Education Statistics (NCES)

The Bilingual Education Act, Title VII of the ESEA of 1965, as amended by P.L. 93-380 in 1974, refers in several sections to the assessment of the educational needs of LESA children. Section 731(c)(1) specifically mandates:

> ...a national assessment of the educational needs of children and other persons with limited English-speaking ability and the extent to which such needs are being met from Federal, State, and local efforts...

Sections 822(a) of the Act also further mandates that the Secretary of Health, Education and Welfare expand the Current Population Survey to provide data from each state on the total number of school-age children in poverty, as mandated under Section 103(a) of Title I of the Act. NCES, as the primary federal agency charged specifically with gathering and disseminating education data in the United States has been charged with the responsibility of conducting the two studies. Because of the relationship between the two surveys, NCES incorporated both surveys into the Survey of Income and Education (SIE). In order to accomplish this task, NCES devised a series of three surveys: (1) The Survey of Languages and Field Work on the Measure of English Language Proficiency (MELP) in 1975 (a pilot study); (2) the Survey of Income and Education, 1976; and (3) the Children's English and Services Survey, in 1977. (This survey was later delegated to NIE, who is currently performing the survey.) It is essential to understand each of these surveys and how they interrelate in order to fully comprehend the status of this Congressionally mandated survey now commonly referred to as the LESA count.

To meet the Congressional criteria of "limited English-speaking ability", NCES conducted an extensive preliminary survey using Census-type questions on "language background" and "place of birth" of LESA children. These two questions, "language background" and "place of birth" met two of the three

Congressional criteria for limited English-speaking ability children. Field data collection on the Census-type questions addressing the two criteria which became known as the Survey of Languages was conducted by the Bureau of the Census. The Census-type questions were attached as a supplement to the Current Population survey, a monthly survey conducted by the Bureau of the Census which generates national estimates on labor force statistics.

Addressing the third Congressional criterion for defining limited English-speaking children, which is "persons with difficulty speaking and understanding instruction in the English language," however, proved much more difficult due to the limited instruments available for large-scale language assessment.

Therefore, in order to address the third criterion, NCES contracted the Center for Applied Linguistics to conduct the field work necessary to determine the best set of Census-type questions which when administered to persons during household interviews, could determine English language proficiency. This field work resulted in the development of Census-type questions which constituted the Measure of English Language Proficiency (MELP). These MELP questions were eventually incorporated in the SIE survey which was conducted in 1976 and produced the first information on the number of LESA persons in the United States.

While the Council's 1976 report discussed some of the preliminary findings of the Survey of Languages, the following information from that survey is now available and should be of interest to all parties concerned:

- 13 percent of the population of the United States aged four and older in July 1975 live in households in which languages other than English are spoken.

- Spanish is the usual household language of more people than any other language other than English; the next largest group lives in households speaking Italian, but the Spanish group is more than nine times as large as the Italian.

- One person in ten in the United States aged four and older in July 1975 lived in a household with a language other than English and spoke a language other than English.

- There are 8.2 million Spanish speakers in households with languages other than English; they constitute more than two-fifths of all speakers of other languages in such households. Speakers of languages other than Spanish are estimated to be 10 million: 1.8 million speak Italian; 1.5 million speak French; another 1.4 million speak German. Speakers of Chinese, Greek, Japanese, Filipino languages, Portuguese and Korean, number between 100,000 and 500,000 each.

- The Spanish-speaking group is not only the largest but also proportionately younger than speakers of other non-English languages. Thirty-five percent of Spanish speakers are aged 4 to 18, as compared with 12 percent of speakers of other languages. More than four-fifths of persons in the other language groups are over 25 years of age, but only slightly more than one-half of the Spanish speakers are as old.

- There are 1.6 million persons in the United States aged four and older who do not speak English. Three-fourths of these persons are adults, aged 26 and older; more than one million of them speak Spanish as their usual language.

- Fewer than one-half of the Spanish and French-dominant persons aged four years and older in the United States are foreign born; this contrasts with other non-English-dominant persons, especially speakers of Filipino languages: Korean, Portuguese, Greek and Italian, a large proportion of whom are foreign born.

The Survey on Income and Education (SIE) was conducted in the spring of 1976 by interviewing 16,000 households in the 50 states and the District of Columbia. Findings from this study are presently under analysis. They will be very similar to those of the Survey of Languages. The SIE, however, will also include information on the questions constituting the Measure of English Language Proficiency (MELP). However, it should be noted that findings resulting from the MELP questions will still be considered "raw data" and must be restandardized and recalibrated so that a statistically unbiased count of limited English-speaking children may be produced. To obtain this count, NCES, in a joint effort with the National Institute of

Education, commenced the Children's English and Services Survey (CESS). NIE has recently taken total responsibility for this survey.

The Children's English and Services Study was to have been completed by the fall of 1978. However, difficulty in obtaining a sample from the Bureau of Census, as well as in obtaining consent to administer the MELP-recaliabrated questions, has forced a delay. A sample of approximately 2,000 households with non-English language background characteristics will be ascertained by the same language questions asked in the SIE. One child in each sampled household will be administered the English language proficiency test. Additional information on the type and/or amount of bilingual services which are being accorded to the child will be gathered.

The information on the CESS study, together with the other information obtained from the SIE and the Survey of Languages will respond to the Congressional concern on the national assessment of the educational needs of children and other persons with limited English-speaking ability, and the extent to which such needs are bing met from Federal, State and local efforts.

In addition to the surveys described above, the NCES has also undertaken various other studies which impact and provide valuable information on the current status of various factors which affect bilingual education. For instance, the Survey of Languages made a preliminary estimate that 129,000 teachers are now required to teach in existing bilingual education programs in the U.S. This figure was reported by the Council in its report last year. However, it is based on the total size of the LESA population in need of bilingual services and identified by the Survey of Languages and does not take into account teachers who may already have the necessary skills required in order to teach in bilingual programs.

This estimate is based on the narrow definition of the Survey of Languages which estimated that 3.6 million children are in need of bilingual education. The Commissioner's Report also notes that the greatest proportion of teachers, an estimated 108,852, is needed for the elementary school level. The method for quantifying the number of teachers required to meet the needs of limited English speakers at the primary and secondary level is based on:

- the size of the target population;
- percentage of the target population that is geographically isolated;
- English language and limited English language student ratios; and
- average pupil-teacher ratio.[3]

Since the size of the target population is a crucial factor in determining the teacher shortage, clearer estimates cannot be ascertained until the final results of the Survey of Income and Education are available.

Nevertheless, the demand for teachers trained in the use of bilingual education techniques is increasing rapidly. At least two-thirds of the teachers are needed for programs involving the Spanish language. The remaining one-third are needed for more than 40 other languages. Table Eight, on the next page, provides information on the number of teachers in demand for both elementary and secondary schools according to ten languages. The illustration also shows current information on the number of children being served through Title VII funds by the Office of Bilingual Education according to major languages cited in the 1975 Survey of Languages study.[4] These students are enrolled in programs for the specific languages

---

[3] These assumptions have been posted by the Office of Education. See Commissioner's Report (1976).

[4] These languages have been determined to be spoken in significant numbers throughout the U.S. and its territories.

TABLE EIGHT

COMPARISON OF NEEDS AND SERVICES BY LESA POPULATION

LANGUAGES	ESTIMATED STUDENT POPULATION Ages 4-18 1975[1]	ESTIMATED NUMBER OF TEACHERS NEEDED Ages 4-18 1975	NUMBER OF STUDENTS SERVED BY TITLE VII K-12 (Fiscal Year 1976)	NUMBER OF TITLE VII PROJECTS SERVING STUDENTS (Fiscal Year 1976)
Spanish	2,136,000	78,283	184,115	291
Italian	140,000	5,115	775	2
German	96,000	3,450	0	0
Filipino	91,000	3,206	943	2
Chinese	88,000	2,997	954	2
French	101,000	3,205	4,899	11
Korean	62,000	2,453	0 *	0 *
Portuguese	54,000	1,820	1,176	5
Japanese	34,000	1,306	0 *	0 *
Greek	49,000	2,025	0 *	0 *

* Although there were no projects serving these language groups individually, students were reported participating in a number of other projects which were combined with one or more of the above language groups. There were no projects serving students for the German language group in any combination.

---

[1] Estimated student populations and teachers needed were obtained from the Commissioner's Report (1976). Title VII project data was obtained from the Office of Bilingual Education.

listed. The number of cited projects address only the corresponding languages. In cases where no students or projects appear for languages such as Korean, Japanese, and Greek, it was found that many projects combine several language groups and therefore these languages are served. A total of 43,078 students were being served by at least 58 projects which combined as many as five of the selected languages listed in Table Eight.

In another effort to obtain relevant data on the number of teachers presently in the educational system possessing adequate skills to teach in bilingual education programs, NCES conducted the Survey of Teachers' Language Skills. This survey is based on a representative sample of approximately 14,000 teachers presently teaching in U.S. public schools. The survey is designed to provide information on the number of elementary and secondary teachers now employed in public schools whose qualifications, training, and experience are relevant to bilingual education and ESL programs for non-English language background students. Results of this study were to have been ready during the fall of 1977. However, the survey has developed several complications. The respondent return has been lower than expected, and two principal states, Texas and New York, were not included in the survey. Unless Texas and New York are included, the results of this survey will not be very useful.

NCES also undertook the Institutions of Higher Education Survey aimed at determining the number of universities and colleges offering programs designed to prepare teachers and other personnel at all instructional levels to work with limited English-speaking persons. The survey canvassed 2,903 two and four year institutions and found that approximately 438 institutions offered some form of specialized training in the field. The programs ranged from a few specialized courses to programs leading to degrees or certificates of accreditation.

The surveys described above are certainly needed. However, the manner in which they have been conducted and their end results leave much to be desired. The educational assessment being addressed by the SIE was to have been due by July 1, 1977. It will probably not be completed until the spring or summer of 1978. Since the design used by the Survey of Teachers is weak, it will render the entire survey essentially useless. As noted by the recommendations made by the Council, agencies like NCES could provide better services if their efforts were well coordinated with the Office of Bilingual Education.

The Council believes that NCES is well on its way to meeting the LESA count as mandated in the 1974 education amendments. However, it is evident that this activity will not be completed prior to the time of the legislative hearings on the extension of the Bilingual Education Act. The information from this study would have been of grave importance to the Congress in its deliberations. It is imperative that NCES expedite its responsibilities in response to the Congressional mandate. It is also imperative that NCES employ personnel that understand the unique and intricate needs required in performing surveys involving the LESA population.

CHAPTER FOUR

STATE AND LOCAL DEVELOPMENTS IN BILINGUAL EDUCATION

Equal opportunity in education, and the role of bilingual education in the realization of that goal, is clearly dependent upon the degree of state support for and involvement in bilingual education. In the future, the states will have the crucial responsibility for meeting the needs of the nation's limited-English speakers through the demonstrated potential found in the concept of bilingual education.

Bilingual education continues to be largely a Federally-sponsored initiative. Recently, states have begun to assume an increasing role by authorizing legislation which mandates or permits bilingual education. In 1971, 30 of the 50 states permitted or required some form of bilingual instruction in local classrooms. However, 20 states prohibited such instruction. By 1975, only ten of these states outlawed bilingual education. However, the appropriation of state resources for bilingual education by states has not met such success. Most states provide nominal amounts of state funds thereby relying on Federal funds for programs that operate in their school districts.

The picture that emerges, then, is a gradual but somewhat noncommital endorsement of bilingual education by most states. This is occurring through legislation which they enacted subsequent to the Federal Bilingual Education Act and by a growing tendency, by some states, to assume partial service delivery function for these programs through the use of state funds.

This chapter reviews the emerging status of bilingual education at the state and local levels. Specifically, an overview of recent activities and programs will be provided as well as a profile of the legislative status of state bilingual programs. In addition, developments in four specific states, California, Colorado, Illinois and Texas, will be closely examined for their impact on the national outlook for bilingual education.

4.1 State Legislation on Bilingual Education

Of the original 20 states which prohibited any language other than English to be used in their classrooms in 1971, only ten continue to do so today. However, four of these states (Delaware, Idaho, Montana, and Oklahoma) do not enforce their prohibitory legislation, and thereby actually permit the use of bilingual instruction. As a matter of fact, the latter three states receive Title VII funds. The fact that a greater number of states have begun to accept bilingual education as a viable approach to the education of non-English students reflects a growing recognition by states of the needs of their LESA populations and the potential of the bilingual approach to effectively meet those needs.

States have previously served a functionary role in bilingual education, acting as conduits for Federal funds to the local education agencies. Although this is largely unchanged, states are currently accepting, to a far greater degree, the responsibilities of a more active role in delivery of the multilingual educational approach. This is demonstrated by the marked increase in state funding of bilingual programs supplementing the Federal funds received by the state.

Table Nine on the following page provides an overall description of the type of legislative provisions which have been enacted by the states. A total of 14 states have not taken an official position on bilingual education and therefore have no statutes either for or against the issue. Six of those states receive Federal bilingual education funds, clearly illustrating that these states have a population in need of bilingual programs and require funds to operate programs. It is assumed, therefore, that these states are neglecting the needs of the population by avoiding a commitment of state resources to fill that need.

TABLE NINE

TYPES OF STATE BILINGUAL EDUCATION LEGISLATION

State	Statute Prohibits B.E.		No Statute	Statute Permits B.E.	Statute Mandates B.E.	State	Statute Prohibits B.E.		No Statute	Statute Permits B.E.	Statute Mandates B.E.
	P/NP	P					P/NP	P			
Totals:	7	3	14	16	10						
Alabama	X					Montana	X				
Alaska					X	Nebraska	X				
Arizona				X		Nevada			X		
Arkansas	X					New Hamphshire				X	
California					X	New Jersey					X
Colorado					X	New Mexico				X	
Connecticut				X		New York				X	
Delaware		X				North Carolina	X				
Florida				X		North Dakota	X				
Georgia			X			Ohio			X		
Hawaii			X			Oklahoma		X			
Idaho		X				Oregon				X	
Illinois					X	Pennsylvania				X	
Indiana				X		Rhode Island					X
Iowa				X		South Carolina			X		
Kansas				X		South Dakota			X		
Kentucky			X			Tennessee				X	
Louisiana				X		Texas					X
Maine				X		Utah				X	
Maryland			X			Vermont			X		
Massachusetts					X	Virginia			X		
Michigan				X		Washington				X	
Minnesota				X		West Virginia	X				
Mississippi			X			Wisconsin					X
Missouri			X			Wyoming			X		

P/NP - **Prohibitory in both public and private non-profit institutions.**
P - Prohibitory in public schools only.

Six states (Colorado, Illinois, Louisiana, Massachusetts, New Mexico and Texas) mandate specific student-teacher ratios. Table Ten provides the ratio requirements mandated by those states. The identification of student-teacher ratios in most states is generally viewed as a responsibility of the local education agency. Only a limited number of states mandate these ratios, and input by the state educational agency in the count of LESA students is minimal.

TABLE TEN

Student/Teacher Ratios in Bilingual Education Programs Mandated by State Statute

State 1/	Student/Teacher Ratios			
	Elementary School	Secondary School	Pre-School	Other
Colorado	28/1	None	None	
Illinois	30/1	32/1	20/1	
Louisiana	25/1			20/1 Adult (ages 45-64) 20/1 With Aide
Massachuesetts	15/1	15/1	15/1	
New Mexico	26/1	29/1	20/1	
Texas	25/1	25/1	25/1	
Guam	25/1	25/1	25/1	
Puerto Rico	None	30/1	None	
Trust Territory of The Pacific Islands	25/1	25/1	None	

1/ If a state is not listed in this table one of the following applies

- The state does not mandate student-teacher ratios
- The State Educational Agency delegates this responsibility to LEAs' or
- Student-teacher ratios are the sole responsibility of LEAs.

Those states which impose teacher certification requirements for bilingual programs usually require the same certification requirements for teachers in the regular programs; and, variable fluency in the second language (the non-English dominant language of the children to be taught). Table Eleven identifies additional state bilingual teacher certification requirements for those states on which information was available.

TABLE ELEVEN

States Imposing Special Requirements for Certification of Teachers in Bilingual Education

State	Special Requirements		Remarks
	Competence in Second Language	Other	
California	X	X	Requires a bilingual-cross cultural certificate of proficiency and or other credentials in bilingual education
Colorado	X		Administrators must have experience in bilingual education
Delaware*	X	X	Requires ESL training and knowledge of target group's culture
Hawaii	X		Administrators must be fluent in second language (illocano)
Illinois	X		Certification is said to be causing major problems
Louisiana	X	X	Special training plus fluency in second language is required
Maine	X		Certification in both content and language is required
Massachusetts	X		
Michigan	X		
New Jersey	X		Administrator must have an MA in bilingual education
New Mexico	X	X	Must have cultural training in the culture involved
Pennsylvania	X	X	Requires certification in content areas
Rhode Island	X		
Texas	X		

* State prohibition against bilingual education not enforced.

The ten states which prohibit bilingual education are: Alabama, Arkansas, Delaware, Idaho, Montana, Nebraska, North Carolina, North Dakota, Oklahoma and West Virginia. Seven of these states prohibit bilingual education in both public and private schools. Only Delaware, Idaho, and Oklahoma limit their prohibitions to public schools.

Twenty-six states (excluding the outlying territories) have either mandated that bilingual education be provided for limited English speakers or permit the bilingual approach for such populations.

Table Twelve identifies specific characteristics of the bilingual programs within the ten states which have mandated bilingual instruction to students in need. All ten of these states, except Alaska, stipulated the type of program (i.e., transitional, maintenance, etc.) utilized and provide a yearly determination of the number of limited English-speaking students in their respective states. Seven states require that program participants be assessed yearly on their classroom progress.

Most of the states (except Wisconsin) mandated a cultural component in the provision of bilingual services. Texas and Massachusetts prohibit the segregation of students but make no provisions for inclusion of monolingual English speakers. As noted in Chapter One, bilingual education-segregation conflict is an issue only recently emerging as an operational issue for bilingual programs.

Six states describe a methodology for program implementation by the LEA's. Only six states provide funds for the development of bilingual staff. Of the ten states mandating bilingual education for limited English speakers, none mandates provision for enforcement of the authorizing legislation.

TABLE TWELVE

SELECTED PROGRAM CHARACTERISTICS MANDATED BY STATE STATUTE

Characteristics	Alaska	California	Colorado	Illinois	Massachusetts	Michigan	New Jersey	Rhode Island	Texas	Wisconsin
Defines type of program i.e. transitional, enrichment etc.		X	X	X	X	X	X	X	X	X
Provides for LESA census		X	X	X	X	X	X	X	X	X
Yearly evaluation of program students		X		X	X	X		X	X	
Mandates a cultural component	X	X	X	X	X	X	X	X	X	
Requires parental consent for enrollment		X	X	X	X	X	X	X	X	X
Provides for participation of monolingual English speakers		X	X	X			X	X		X
Prohibits segregation of students		X	X	X	X		X	X	X	X
Addresses teacher qualification, training, and/or certification		X	X	X	X	X		X	X	X
Allow teacher certification waivers		X	X		X			X		
Provides for use of Community Coordinators			X					X		
Provides for parent/community involvement		X	X	X	X	X	X	X		X
Makes available state funds	X	X	X	X	X			X	X	X
Provides for administrative elements at SEA level	X	X	X		X		X	X		X
Outlines methodology for program implementation	X	X	X		X		X	X		X
Provides for financial assistance to develop bilingual staff	X	X	X				X		X	X
Provides for enforcement of mandating legislation										

4.2 State Bilingual Education Programs and Requirements

An analysis of state bilingual education programs showed that some states "unofficially" recognized the value of bilingual education by permitting bilingual services despite state laws prohibiting the use of non-English instruction. However, the states are using federal funds to operate bilingual programs and have not provided state funds for their operation.

Thus, the states appear to have recognized in a passive manner the presence of limited English speakers, but refrain from accepting the financial burden of the service delivery responsibilities envisioned as long-range goals of the SEA in the national bilingual education effort.

Five requirements or mandated provisions which were most often invoked in state legislated bilingual education programs were:

- Type of program to be implemented;
- Certification requirements for bilingual education teachers;
- Provision of supplementary supporting funds for operation of programs at the LEA level;
- Inclusion of a cultural component for the program, and
- Need for parental consent to take part in the program.

It is clearly evident that state legislatures, in promulgating bilingual education legislation, had as their goal and objective the development of the students' ablility to use the English language through instruction in their native tongue (the transitional approach). Almost all states which identified the type of bilingual program to be implemented, opted for the transitional approach. Local programs, however, often improvise on the method used, so as to provide the child with a better grasp of his/her native language.

At least 85 percent of the state bilingual education programs which have been implemented are transitionally-oriented programs. Seventeen states which define the type of bilingual program to be operated in their legislation, identify this approach as the one to be utilized. Nor surprisingly, such states stated as their goal the transition of the student from the dominant non-English language. Only the state of Louisiana identifies the maintenance approach to be used in its programs. And the state of Utah has adopted the compensatory approach for its bilingual program, to "compensate for low socio-economic status".

A summary of mandated bilingual approaches to be utilized is given below.

Transitional		Compensatory	Maintenance
Arizona	Minnesota	Utah	Louisiana
California	New Jersey		
Colorado	New York		
Connecticut	New Mexico		
Illinois	Oregon		
Maine	Rhode Island		
Massachusetts	Texas		
Michigan	Wisconsin		

States which enacted legislation for bilingual instruction very often took different approaches and reflected varying political and philosophical viewpoints in program designs. Program requirements such as student-teacher ratios, staff qualifications, and student population assessments also varied. For example, only five of the fifty states used a "standard technique" for determining the number of students of Limited-English Speaking Ability (LESAs) in their jurisdictions. Some of the techniques employed included teacher opinion assessments, testing of students, or teacher panel opinions. Only three states used a testing procedure for determining the limited English status of students. Overall, no single standard method appeared to be used by all the states for making such determinations.

4.3 Funding Levels

The state commitment to bilingual education must be evaluated on the basis of the amount of state resources appropriated to supplement the Federal funding of bilingual programs. Table Thirteen on the following page depicts funding levels for the 1975-76 school year from both federal and state source per state.

Fourteen states had not appropriated state funds for bilingual education. Further, none of these 14 states have legislation mandating or permitting the implementation of bilingual programs.

A total of 21 states received Federal support for the operation of bilingual programs and had not supplemented those funds with resources from their own treasuries. Of those 21 states operating bilingual programs exclusively on Federal support, four (Delaware, Iowa, Montana, and Oklahoma) legislatively restrict educational programs utilizing non-English instruction.

A total of 13 states appropriate supplementary funds for the support of bilingual programs at the local level. Such funding is crucial to local projects, inasmuch as the Federal funding sources for these programs are limited.

Thirteen states mandate a cultural component as part of the services to be delivered and 11 states which require parental consent prior to the child entering the program.

TABLE THIRTEEN

FUNDING LEVELS FOR BILINGUAL EDUCATION FROM FEDERAL AND STATE APPROPRIATIONS BY STATE 1975-76

STATE	SOURCE State 1975-76	SOURCE Federal 1975-76	Total (State + Federal) 1975-76
Alabama	$ -0-	$ -0-	$
Alaska	638,000	2,334,800	2,972,800
Arizona	850,000	2,565,100	3,415,100
Arkansas	-0-	-0-	-0-
California	9,075,000	21,323,500	30,398,500
Colorado	2,350,000	949,200	3,299,200
Connecticut	320,800	2,382,100	2,702,900
Delaware	-0-	378,900	378,900
Florida	-0-	1,383,700	1,383,700
Georgia	-0-	-0-	-0-
Hawaii	-0-	500,000	500,000
Idaho	-0-	136,800	136,800
Illinois	9,000,000	4,513,600	13,513,600
Indiana	-0-	17,000	17,000
Iowa	-0-	-0-	-0-
Kansas	-0-	65,000	65,000
Kentucky	-0-	-0-	-0-
Louisiana	1,300,000	1,666,000	2,966,000
Maine	-0-	334,600	334,600
Maryland	-0-	-0-	-0-
Massachusetts	4,100,000	3,074,800	7,174,800
Michigan	250,000	5,227,000	5,477,000
Minnesota	-0-	185,000	185,000
Mississippi	-0-	398,100	398,100
Missouri	-0-	100,000	100,000
Montana	-0-	526,200	526,200
Nebraska	-0-	-0-	-0-
Nevada	-0-	336,500	336,500
New Hampshire	-0-	533,800	533,800
New Jersey	$ 370,000	$ 5,984,300	$ 6,354,300
New Mexico	1,557,100	4,061,400	5,618,500
New York	8,100,000	35,192,400	43,292,400
North Carolina	-0-	-0-	-0-
North Dakota	-0-	-0-	-0-
Ohio	-0-	-0-	-0-
Oklahoma	-0-	412,200	412,200
Oregon	50,000	763,800	813,800
Pennsylvania	-0-	4,819,000	4,819,000
Rhode Island	-0-	1,033,000	1,033,000
South Carolina	-0-	-0-	-0-
South Dakota	-0-	75,000	75,000
Tennessee	-0-	-0-	-0-
Texas	6,216,000	36,628,400	42,844,400
Utah	404,500	180,000	584,500
Vermont	-0-	123,600	123,600
Virginia	-0-	-0-	-0-
Washington	561,300	957,700	1,519,000
West Virginia	-0-	-0-	-0-
Wisconsin	-0-	564,000	564,000
Wyoming	-0-	164,200	164,200
Sub-Total	45,142,700	139,890,700	185,033,400
American Samoa	181,700	238,000	419,700
Guam	129,100	688,800	817,900
Puerto Rico	22,544,600	5,706,600	28,251,200
Trust Territory of Pacific Isds.	-0-	947,000	947,000
Virgin Is.	44,000	269,000	313,000

4.4 State Census' of the LESA Students

Table Fourteen presents data on the number of limited English-speaking ability (LESA) students reported by each state. The data on this table indicates that of the 1.3 million LESA students as reported by the states, (which is lower than the NCES count), only 533,950 are presently enrolled in bilingual programs nationwide. Forty-four percent of these enrolled LESA students are in the states of California and New York. The state of California reported a total of 233,500 students who are limited in their use of the English language. Of that total number of students, 57 percent, or 133,074, are enrolled in such programs. New York State (with the largest reported number of LESA students), reports 533,900 LESA students in that state with about 19 percent (100,520) enrolled in programs.

All states which mandate a yearly LESA census were able to provide data on this subject with the exception of Wisconsin.

Standardization of LESA census techniques used by states has not been established. Teacher identification and teacher panel assessment were the common methods employed. Before effective state programs can be developed, a reliable standard method for enumerating LESA students must be designed. Only then will state legislatures be able to effectively plan for the needs of their populations.

TABLE FOURTEEN

LESA CHILDREN REPORTED VS. LESA CHILDREN ENROLLED IN BILINGUAL PROGRAMS BY STATE

State	LESA Students Reported	LESA Students Enrolled	
		Total	Percent
Alabama	Unknown	None	None
Alaska	5,100	2,336	46%
Arizona	66,200	18,662	28%
Arkansas	Unknown	None	None
California	233,500	133,074	57%
Colorado	22,000	7,000	32%
Connecticut	24,000	5,600	23%
Delaware	1,100	877	83%
Florida	Unknown	888	Unknown
Georgia	Unknown	None	None
Hawaii	10,800	250	2%
Idaho	Unknown	1,189	Unknown
Illinois	65,500	26,971	41%
Indiana	Unknown	30	Unknown
Iowa	Unknown	None	None
Kansas	Unknown	125	Unknown
Kentucky	Unknown	None	None
Louisiana	Unknown	49,678	Unknown
Maine	Unknown	698	Unknown
Maryland	36,000	Unknown	Unknown
Massachusetts	14,000	9,500	68%
Michigan	36,600	9,976	27%
Minnesota	Unknown	550	Unknown
Mississippi	Unknown	415	Unknown
Missouri	Unknown	600	Unknown
Montana	Unknown	1,172	Unknown
Nebraska	Unknown	None	None
Nevada	3,400	625	Unknown
New Hampshire	Unknown	140	Unknown
New Jersey	40,000	20,000	50%
New Mexico	Unknown	10,938	Unknown
New York	533,900	100,520	19%
North Carolina	Unknown	None	None
North Dakota	Unknown	None	None
Ohio	Unknown	Unknown	Unknown
Oklahoma	5,000	Unknown	Unknown
Oregon	5,300	1,150	22%
Pennsylvania	11,600	7,507	65%
Rhode Island	8,900	1,630	18%
South Carolina	Unknown	None	None
South Dakota	Unknown	125	Unknown
Tennessee	Unknown	None	None
Texas	169,300	114,502	68%
Utah	14,800	1,254	9%
Vermont	Unknown	325	Unknown
Virginia	5,000	2,000	40%
Washington	20,000	2,093	11%
West Virginia	Unknown	None	None
Wisconsin	Unknown	540	Unknown
Wyoming	Unknown	190	Unknown

4.5 Private, Non-profit Bilingual Education Programs

There is relatively little information concerning the participation of private non-profit schools in bilingual education programs. The information that is available indicates that such participation has been minimal. State education agencies generally had little information available on the subject and attributed it to various reasons such as separation of church and state and apparent conflicts within legislation which prohibits assistance to such institutions from state sources.

Only two of the ten states which mandate bilingual education, Alaska and Illinois, specifically permit private non-profit schools to operate bilingual programs. Four of the 16 states that do not mandate bilingual education but do permit it (Connecticut, Florida, Oregon and Pennsylvania) thus allowing private non-profit schools to participate in "permitted" programs. The remainder of the permitting states either do not address the question or prohibit participation.

Connecticut, Illinois and Pennsylvania require specific criteria to be met prior to granting state approval of students from private non-profit schools to participate in programs.

Connecticut	Illinois	Pennsylvania
ESEA Title I Criteria must be met prior to granting approval	NPS schools must submit application by May of each year, space approved according to availability	Bilingual Education services may be provided if provision is on property other than NPS property. Maximum $45 per student.

In review, it appears that there is little meaningful participation in Federally-funded bilingual programs by private schools. Further, there is no reliable quantitative or qualitative data from which to glean meaningful conclusions on the degree of participation of such schools in the national bilingual effort.

CHAPTER FIVE

OTHER FEDERAL PROGRAMS ADDRESSING ASPECTS OF BILINGUAL EDUCATION

The enactment of the Education Amendments of 1974 (P.L. 93-380) broadened the mandate for bilingual education by providing that other education programs administered by USOE also address the needs of LESA persons. Bilingual education provisions were incorporated into several previously enacted laws covering Emergency School Aid, Vocation and Adult Education, Library Services, Civil Rights, Indian Education, Cooperative Research, Higher Education, Educational Professional Development, and Education of the Disadvantaged.

These amendments precipitated additional activity in other areas as well. Programs operated by the Department of Labor through three separate titles of the Comprehensive Employment and Training Act of 1973, as amended, were altered to incorporate consideration for LESA enrollees. In 1976, the Bilingual Health Manpower Training Act was passed and signed by the President. The Department of Health, Education and Welfare's Administration for Children, Youth and Families, formerly the Office of Child Development, has initiated a "Head Start Strategy for Spanish-Speaking Children" ranging from outlining research objectives to establishing a pilot resource center, which, when replicated, may develop into a resource center network for bilingual early childhood education.

Programs affected by the 1974 Education Amendments focused on various aspects of learning. These range from reading improvement, vocational skills training and library services, to development and testing of novel approaches to education; such as bilingual/multicultural techniques.

A brief inventory of these programs shows that the English as a Second Language (ESL) method is used predominantly in programs serving adults rather than more comprehensive bilingual approaches. Many programs operated within USOE are identified as bilingual; often this is a misnomer. ESL programs, as discussed earlier in this report, focus on using language techinques which allow the student to make a rapid transition to English with little regard for developmental skills in the native language. These programs do not focus on curricula that incorporate other cultural variables related to the language and, therefore, are not bilingual efforts. Therefore, the Council cautions the reader that when the following summaries on these programs mention "bilingual services," as identified by USOE, the services may not be fully bilingual in the sense of the terms used in this report.

Some scholars have defined bilingual education as consisting of two major types of strategies, each with distinct objectives. These strategies are entitled the transitional mode of bilingual education and the maintenance mode of bilingual education. The transitional mode has as its primary objective the quick transition of the speaker from the native language to English. All domains of language learning are emphasized. The transitional approach, many practitioners argue, gives little attention to the vernacular which the student assimilates into the new language and emphasizes the development of the active language. The maintenance mode utilizes techniques which promote language learning in both languages. Its philosophy is rooted in the proposition that the student will derive far greater benefit from the educational experience if both languages are given equal status in the teaching approach and if the multiple cultural values inherent in the society are given positive recognition. It is also maintained that over a period of time students will gain equal proficiency in both languages which will be a valuable asset in a world which is rapidly becoming pluralistic in outlook.

Through it analysis of programs within the Office of Education, the Council has found that the bilingual provisions of the Education Amendments Act, with few exceptions, have been implemented unsatisfactorily. Reluctance to adhere to the bilingual approach as envisioned by the Office of Bilingual Education is widely evident. Many of the programs are relying on compensatory measures to address the needs of limited English-speaking ability persons. Programs labeled as bilingual often range from ESL programs to marginal language programs such as teaching in the native language of the student. Information on the bilingual education capabilities of teachers and instructors in these programs, if known, varies widely. Therefore, the extent to which LESA students in need are being served is inadequately reported, and precludes a just analysis of their performance.

The Council is convinced that greater coordination and monitoring is required to develop truly bilingual services in these programs which now purport to be bilingual programs. The Council recognizes a strong need for a mechanism within USOE to ensure greater coordination in the operation of these programs, to ensure that truly bilingual sources are provided. It is for this reason that the Council feels that a Bureau of Bilingual Education must be created within USOE, which will have coordinating authority and responsibility as envisioned by the Congress in the Education Amendments of 1974 (P.L. 93-380).

The following is a brief resume of each of the programs of the Federal Government, other than those run by the Office of Bilingual Education, which were designed to address the needs of those of limited English-speaking ability.

Bureau of Elementary and Secondary Education

The Bureau of Elementary and Secondary Education of the United States Office of Education administers four primary programs which include:

- Equal Opportunity Programs
- Compensatory Education Programs
- Library and Learning Resources Programs, and
- State and Local Education Programs.

The Equal Opportunity Programs are those which include Title I Bilingual Grants, and the General Assistance Centers as well. These centers, Lau centers, aid in eliminating or preventing minority group isolation and provide technical assistance in developing school desegregation plans. During Fiscal Year 1976, Title I Bilingual grants were awarded to 32 local educational agencies in eight states. The General Assistance Centers Type (B) are located in nine states, and, in addition to providing local educational agencies with financial support, also provide technical assistance in program development, training, and materials development. These programs are not necessarily bilingual programs under the operating definition for Title VII programs.

The Compensatory Education Programs provide financial assistance to local school agencies under Title I to meet the needs of "educationally-deprived" children, specifically those of migratory agricultural workers and fishermen. Less than 20 percent of funds for these programs are expended for the limited-English speaking needs of students.

The Compensatory Education Programs are also responsible for administering the Follow Through Program, and for handling grants to state educational agencies. The Follow Through Program designs and tests novel educational approaches for educationally-deprived children. During Fiscal Year 1976, 34 such programs conducted bilingual research. State educational agencies supplement services to students and school staffs, and promote development of "exemplary" elementary and secondary programs in reading, math, science, social studies and the arts. During Fiscal Year 1976 seven states used funds for 44 bilingual projects, which served 53,055 students.

Neither the Equal Opportunity Programs nor the Compensatory Education Programs are necessarily bilingual programs under the operating definition for Title VII.

The Office of Library and Learning Resources administers a grant program for the states to acquire school library resources, such as textbooks, and instructional equipment such as laboratory or audiovisual equipment. The funds can also be used for student testing, counseling and guidance. Funds are distributed according to a school's enrollment, the State's tax effort for education, and the enrollment of children who impose a higher-than-average cost for their education.

In their requests for additional funding during Fiscal Year 1976, local educational agencies in twenty-five states reported children from families where English is not the dominant language. Two states with large numbers of Spanish speakers identified migrant children to receive additional benefits, and 36 states noted children from low-income families as well as educationally disadvantaged children whose primary language was not English. According to their performance reports, activities included providing materials and equipment to improve reading at the Holland Public Schools in Michigan, producing equipment for primarily Native American materials developed by teachers for students; and developing curriculum materials for minority groups in Hawaii.

• Bureau of Postsecondary Education

The Bureau of Postsecondary Education administers two principal divisions: The Division of Student Services, and the Division of Institutional Development. The latter division administers the Basic Institutional Program which provides basic grants to developing higher educational institutions for curricular improvement, administrative and faculty development, and student services. During Fiscal Year 1976, a total of 27 grants were made to institutions which have a singificant enrollment of both Native Americans and Spanish-speaking students. Some of these institutions provide bilingual-related educational services such as counseling and tutoring, and development of bilingual teacher education programs.

In addition, a total of $10 million in multi-year funding between Fiscal Years 1973 and 1976 is providing a variety of bilingual education activities at several universities for advanced institutional development. Some of these activities range from developing bilingual materials at East Los Angeles College to linguistics research at Pan American University in south Texas.

The Division of Student Services of the Bureau administers the Talent Search, Upward Bound, and Special Services for Disadvantaged Students programs at institutions of higher learning. Although other criteria such as low income, cultural disadvantages, or inadequate secondary school preparation are used for program eligibility, students of limited English-speaking ability are often among those who participate.

• Bureau of Occupational and Adult Education

The Bureau of Occupational and Adult Education administers three divisions which focus on vocational and technical education for adults.

The Division of Vocational and Technical Education administers a grant program to state and local agencies and non-profit organizations, which develop their own guidelines for vocational education. According to a report by the Commissioner of Education and the Secretary of Labor released in 1977, the State grant program, under Part B of the Vocational Education Act, empowers States to set their own priorities within broad guidelines to assure that all who desire vocational training have access to programs which prepare them for skilled, semi-skilled, and para-professional jobs. Programs funded prior to Part J of Title VII (which now also supports bilingual vocational educational programs) were primarily local programs or classes planned to meet local need.... Some schools use peer instruction or teacher aides to work with students who have problems understanding a monolingual instructor. These "de facto" bilingual programs appear to exist primarily in California, New York, Texas, and Arizona.*

This report also states that state plans governing vocational training "are beginning to address the issue of limited English-speaking populations which were formerly mentioned only in terms of disadvantaged populations or persons with special needs." It notes that most programs or classes were planned to meet local needs and have utilized bilingual instructors where considered necessary, and that the most common teaching approach used is the ESL method which is readily available to most program planners.

The Division of Research and Development administers grants and contracts to train underemployed and/or unemployed persons who have limited or no proficiency in the English language. Training is focused on developing sufficient competence in English to enable students to perform satisfactorily in their jobs. Language instruction is also related to the specific occupation for which students are seeking training, i.e., development of para-legal skills, dental assistantships, culinary arts and others.

Under this Division a total of 22 projects were funded in eight states in June, 1976. The projects were designed to provide training to some 1,850 participants. These programs were scheduled to begin during the fall of 1976. Languages represented in the projects included Spanish, French, Chinese, Vietnamese, Russian, and several Indian languages. Six projects were located at community colleges, four at institutions of higher learning, three at local school agencies, and two at vocational technical schools.

The Division of Adult Education administers provisions set forth by the Adult Education Act (P.L. 91-230),** and administers grants to the states and territories for establishment and expansion of adult basic education programs. These programs are operated by local educational agencies and private non-profit organizations. Plans, submitted by the states, now include provisions for serving persons of limited English-speaking ability "by providing bilingual adult education programs in which instruction is given in English and, to the extent necessary to allow such persons to progress effectively through the adult education program, in the native language of such persons..."***

---

*See "Vocational and Manpower Legislation Providing Training for Persons with Limited English-Speaking Abilty," (Chapter 4), in Status of Bilingual Vocational Training: Fiscal Year 1976. Report of the Commissioner of Education and the Secretary of Labor to the President and to the Congress. United States Department of Health, Education and Welfare, p. 48.

**The Adult Basic Education Act (P.L. 91-230) provides federal assistance to encourage State-administered programs for adult public education that enable any individual 16 years or older to continue his/her education to at least the level of completion of secondary school.

***The Education Amendments Act of 1974 (P.L. 93-380) amended the Adult Education Act to provide for bilingual adult education programs for persons with limited English-speaking ability.

Recent activities of the Division of Adult Education have focused on programs to assist Indochina refugees. A total of $10,250,000 in funds has been provided to assist state and local educational agencies during Fiscal Year 1977 to operate one-year programs for the refugees. The goals of the programs are "to facilitate the integration of adult Indochina refugees into American society; and to contribute to the employability of adult Indochina refugees through development of basic education and occupational skills." (Federal Register, Vol. 42, No. 84, 5/2/77, P. 22336).

In addition, the division has developed plans for establishing a Clearinghouse on Adult Education to collect and disseminate information pertaining to adult education programs. The clearinghouse is designed to serve teachers, counselors and support personnel who serve in the field of adult education on a full-time or part-time basis as well as administrators and other decision makers.

- Right To Read Program

The Right To Read Program is administered within the Office of the Commissioner of Education, and provides discretionary grants and contracts to state and local education agencies, institutes of higher learning, and non-profit educational institutions and community organizations for reading improvement programs. These funds are used to develop pre-school and elementary reading programs, prepare teachers, evaluate programs, and develop and disseminate reading materials and program models.

Reading improvement projects were initiated in 1976 using bilingual education methods and techniques for elementary school children of limited English-speaking ability. Complete bilingual instruction is reportedly given only in a few Right To Read projects. Reading instruction usually utilizes the ESL approach or uses materials in the language of the participant. These differing instructional approaches stem from several factors including variability in need and limited resources of individual grantees and contractors.

Currently, at least 34 projects in 16 states in the nation are providing literacy services to participants who are of limited English-speaking ability.

Before the reading improvement projects were established, 24 community-based and reading academy projects operated bilingual education components. In addition to these projects, an adult television reading series and a parent education project are using bilingual education techniques.

- Office of Indian Education

The Office of Indian Education within the Office of Education administers grants to state and local education agencies, tribal and other Indian Community organizations, and institutions of higher education for teacher training projects. It is also authorized to provide discretionary grants for special projects which focus on the needs of the limited English-speaking Indian population. These funds are used for teacher training, technical assistance, early childhood programs, and educational materials development.

During Fiscal Year 1975, a total of 15 bilingual projects were funded under the authority of Part B of the Indian Education Act (Title IV), Education Amendments Act of 1972, P.L. 92-318 (amended by P.L. 93-380), Title VI, Part C, Sections 422 and 423.

• The Teacher Corps Program

The Teacher Corps Program, like Right To Read, is administered within the Office of the Commissioner of Education. The major focus of the program is to improve training or retrain teachers and their aides. Long-term objectives include strengthening educational opportunities for children of low-income families and encouraging colleges and universities to broaden their teacher programs.

Major activities include recruiting and training qualified teachers; recruiting and training inexperienced teacher interns; attracting volunteers to serve as part-time tutors or full-time assistants; supporting demonstration projects for retraining teachers and aides serving in local educational agencies; and training personnel to work with juvenile delinquents, youth offenders and adult criminal offenders in teaching reading and communication skills.

During Fiscal Year 1976, the Teachers Corps operated 213 projects throughout the U.S. These projects were located in 111 school districts, 96 institutes of higher learning and six state departments of education including Guam and Puerto Rico. It operated 23 projects for bilingual children and 22 projects for Indian children. At least 80 percent of the projects served elementary school children.

Teacher Corps grants are made jointly to an institution of higher education and a local education agency, with one serving as prime contractor. Projects are of a two-year duration and include representation from members of the community in which they are located. The Teacher Corps assists projects with a number of services through recruitment, technical assistance and referral centers. In addition, it sponsors a national conference and a pre-service staff training effort through its Corps Member Training Institute.

• The Office of Bilingual Vocational Education - CETA

Through its manpower training programs, the Department of Labor has offered corrollary services for persons of limited English-speaking ability. However, a report by the Commissioner of Education and Secretary of Labor in 1976 indicated that early legislation governing these training programs does not specifically authorize or mandate provision of bilingual training or bilingual services. The principal acts include the Manpower Development and Training Act of 1962 (MDTA) and the Economic Opportunity Act (EOA) of 1964. MDTA focuses on reducing unemployment levels, offsetting skill shortages, and enhancing skills and productivity of the nation's work force.

Bilingual services are provided under CETA Title I. "Significant representation" of persons of limited English-speaking ability is required. The prime sponsors must describe how enrollees will be served in their annual project plans once representation is determined. Plans include teaching occupational skills; conducting training and employment programs; developing new employment opportunities for limited English speakers; disseminating appropriate information; providing job placement and counseling assistance in the primary language; and conducting programs to increase English-speaking ability. A review of prime sponsors' plans showed that the most common method for English instruction was English as a Second Language. In 1976 funds were allocated for an estimated 52 programs focused on improving job skills of persons of limited English-speaking ability (PLESA) under Title III of CETA.

- The Bureau of Health Manpower, Health Resources Administration

During 1976, Congress enacted the Health Professional Educational Assistance Act (P.L. 94-484) which makes specific provisions for the needs of limited English speakers in the area of public health. Two sections focus on bilingual health manpower objectives. Section 788(d)(5) authorizes grants or contracts for various training programs; another section funds bilingual health clinical training centers.

Sections 904(a) and (b) give the Secretary of Health, Education and Welfare authority to conduct a study on the "adequacy of health profession schools which provide training in clinical facilities which serve populations of limited English-speaking ability." The adequate recruitment of trained personnel and conducting cultural awareness programs will be examined. A second study is also included in the legislation, to determine the effectiveness of health training institution admission examinations in evaluating the potential ability of student applicants from the limited English-speaking population. The study is to consider the extent of any cultural bias in admissions examinations used by such institutions. The studies are expected to be completed during the fall of 1977 and will provide recommendations for administrative action and legislation and steps required to implement such action.

- The Administration for Children, Youth and Families

The Office of Child Development, recently reorganized as the Administration for Children, Youth and Families (ACYF) was formed in 1963 and presently resides within the Office of Human Development Services (OHDS) as HEW's primary arm for early childhood education.

One of the primary activities of this office is the operation of the Head Start Program. Organized in 1964, the program was founded on the principle that children from low income backgrounds should benefit from a comprehensive program focusing on education as well as on developing the child's ability to function responsibly in his/her environment. To develop this "social competence" in the child, the program addresses three areas: intellectual development, physical well-being, and mental health. Intellectual development emphasizes conceptual and verbal cognitive skills. Physical well-being includes improving physical health, developing motor skills and meeting nutritional needs. Mental health reflects the importance of the child's self-confidence, self-discipline, spontaneity, curiosity and sense of individual and family worth.

In spite of its goal of stressing individual worth, it was not until 1976 that ACYF initiated its Head Start Strategies for Spanish-speaking children, a semi-adequate and minimally funded attempt to address the bilingual and developmental needs of children from Spanish-speaking backgrounds.* The program entails a four-pronged approach involving curriculum development, teacher training, a resource network, and research activities.

1. Curriculum Development

ACYF has established a goal to develop curriculum approaches that provide instruction in two languages, permitting individualization according to the child's language as well as cognitive and social growth needs. The major outcomes of the bilingual/bicultural curriculum models will be to provide alternative instructional designs for Spanish-speaking children in their primary language.

Currently there are four projects which are developing curriculum models that address basic aspects of child development, language development and cultural needs of bilingual/bicultural children.

Teachers College, Columbia University, is implementing a multicultural/bilingual curriculum model to meet the needs of the Dominican, Puerto Rican and Cuban Spanish-speaking children, as well as the dominant Black English-speaking children of the community.

High/Scope Educational Research Foundation of Michigan, is developing a cognitive-discovery bilingual/bicultural preschool model, using as a basis the High Scope Cognitive Oriented Preschool Curriculum. This approach emphasizes both teacher and child initiation of learning experiences. The framework stresses the primacy of concrete experiences and active learning in the development of the child's intellectual and social skills and self esteem. The dual language development process stresses a naturalistic approach.

Intercultural Development Research Association (IDRA), of Austin, Texas, operates a project which focuses on specific programmatic goals for the child, the teacher and the parent in a bilingual education program. Specifically, IDRA is developing a process to assist Head Start programs in implementing bilingual education programs in a step by step format.

---

*Two studies to identify Head Start and day care models for Chicanos, Puerto Ricans, and Native American children were conducted prior to this time, but these projects were very small and received minimal follow-up. An additional materials search, retrieval and assessment activity was conducted in 1975.

The University of California at Santa Cruz model is based on the philosophy of cultural democracy developed by Dr. Manual Ramirez, III. The culture-based curriculum will provide strategies for development of oral language of Spanish and English, development of self esteem, cultural identity and other socio-emotional factors.

All four projects, now in their second year of operation, are on a three year timeline for developing, implementing and validating the curriculum models. In assessing their activities, however, the Council has found that these projects are funded at very low levels (approx. $125,000 per year) and questions whether effective products can therefore be produced. Additional funding should be made available.

2. CDA Teacher Training

In the area of staff development and training, ACYF initiated a demonstration program called the Child Development Associate Program (CDA). This program is a national effort to improve the quality and effectiveness of care provided for young children in Head Start, day care, nursery schools and other pre-school programs. The aim of the CDA program is to upgrade skills, capabilities and standards for professional staff who relate daily with children in pre-school programs.

The Head Start program performance standards in the education component address the need for "having staff and program resources reflective of the racial and ethnic population of the children in the program; including persons who speak the primary language of the children and are knowledgeable about their heritage..." Thus, an integral part of the CDA program must be the training, assessing and credentialing of competent bilingual/bicultural CDA staff, who can specifically meet the unique needs of children from bilingual/bicultural environments. The staff must be trained in the methods, techniques and alternative strategies for working with culturally diverse children. The staff also needs a knowledge base of the child's culture, including the ethnic history, traditions and values so that it can enhance the child's capacity to function comfortably in both languages and both cultures, and support his ethnic identity and self-concept by making cultural experiences an integral part of the daily program and supplemental activities.

In order to provide needed trained bilingual/bicultural staff, ACYF has funded four bilingual/bicultural CDA training programs supplemented by two bilingual/bicultural CDA trainer programs. Individuals who complete the training will be prepared to train Head Start staffs and local education agencies in the implementation of bilingual/bicultural early childhood programs.

3. Resource Network

In response to the pressing need for assistance to Head Start programs in implementing bilingual/bicultural concepts, a regional resource center has been established in Region VIII. This network provides access to bilingual/bicultural materials, assistance in implementing bilingual/bicultural programs, and inservice training. The development and implementation of this resource center is intended to serve as a model for replication in other regions with a high concentration of Spanish-speaking families and evolve into a national network.

The Resource Network acquires and disseminates bilingual/bicultural early childhood materials. The materials are acquired from throughout the nation from such sources as: Title VII Materials Development and Resource Centers, Dissemination/Assessment Centers, Educational Laboratories, and over 600 local educational agencies. The initial collection consisted of 200 copies of instructional materials. The current collection includes 433 material items. Materials will be disseminated to Head Start projects in Region VIII during this pilot effort, upon request. After projects have finished using the materials, they are returned to the resource center for use by other projects.

The Resource Network selects consultants and specialists to provide training and technical assistance to plan and/or implement bilingual programs. The specialists assist projects to develop their program and provide assistance by using bilingual materials from the center.

4. Research

In the past, few pre-school studies included representative samples of children from Spanish-speaking families. Consequently, research which addresses the environmental factors that influence the cognitive development of Spanish-speaking children is limited.

In February, 1976, through its program of Head Start Strategies for Spanish-Speaking Children, ACYF conducted a major workshop to identify the issues inherent in bilingual/bicultural early childhood research. Experts in the development and implementation of bilingual/bicultural pre-school programs met to re-examine the objectives of the Head Start Strategies for Spanish-Speaking Children Programs and set priorities on research issues for further consideration by the agency. The conferees outlined socialization, parent involvement, language and cognitive development, and evaluation and assessment as areas in need of study.

As a result of this workshop, two research projects were funded. One project will develop an effective method which can be used by health care providers to communicate with parents of children with congenital heart disease. The other project will analyze the language and socialization practices that occur in the homes of Mexican American families.

The Council wishes to commend the Administration for Children, Youth and Families for initiating its long overdue bilingual strategy for Spanish-speaking children. While the Council realizes that the strategy is relatively new and has no definitive products ready for utilization, the Council's support within ACYF. This fact is evident from the minimal funding which the projects received. It is inconceivable how ACYF can expect a quality curriculum model to be developed for only $125,000. The Council sees little relevance between the health research project described earlier and the recommendations resulting from the research workshop. It is imperative that ACYF set aside a significant amount of its research allocation to focus on bilingual needs.

The Council also believes that additional emphasis and funding should be provided to develop adequate curriculum models. The Council recommends that the Resource Center Network be expanded to other geographical areas and that ACYF closely coordinate the activity with the recently established National Clearinghouse on Bilingual Education.

The Council also believes that additional emphasis and funding should be provided to develop adequate curriculum models. The Council recommends that the Resource Center Network be expanded to other geographical areas and that the ACYF closely coordinate the activity with the recently established National Clearinghouse on Bilingual Education.

Thus it can be seen that numerous "bilingual" education programs are being operated by many agencies outside of the Office of Bilingual Education. Most notably, those noted in the ACYF can directly impact on the needs of LESA children in the area of bilingual education. However, all of these programs represent diverse approaches to varying goals and are not in any way sufficiently standardized or cohesive such that they can be coordinated by the efforts of one office within the U.S. Office of Education: The Office of Bilingual Education. In order to attain such coordination, at the very least, the Office of Bilingual Education must become a Bureau level unit and the enabling legislation to accomplish these goals must specify that standardization across all federal programs is an immediate need so that the goals of bilingual approaches can be rendered comprable. The following recommendations section deals further with some of the many obstacles presented by the present disorganized state of bilingual efforts at the federal as well as the state and local levels.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

The National Advisory Council on Bilingual Education considers its mandate "to advise the Secretary of the Department of Health, Education and Welfare, the Commissioner of Education, the Congress and the President" to be of primary importance in the execution of its duties. To that end, the Council held its second annual series of public hearings for the purpose of soliciting the views, concerns and observations of the bilingual community at both the national and local level. From this testimony, the Council has developed its 1977 Recommendations. The Council is convinced that only by including such perspectives in the development of its annual report can it be more responsive in addressing the specific needs of the bilingual community. In addition to advising the Secretary of H.E.W., the Commissioner of Education, the Congress and the President, the Council has also made specific recommendations to the Office of Bilingual Education, the National Institute of Education, the Office of Planning, Budgeting and Evaluation, and the National Center for Education Statistics.

We regretfully wish to point out that this 1977 Report does not include the responses to its 1976 recommendations, due to the failure of the respective entities to formally respond to the 1976 recommendations. While some of its recommendations may have been implemented, they have not been formally made a part of the policy or the operational process of the affected agencies. It is important that the Congress direct these agencies to respond to the recommendations, so that the Council can meet its reporting responsibilities to the Congress.

The recommendations which follow are the result of testimony presented at the three public hearings held in San Francisco, California; Austin, Texas; and New Orleans, Louisiana. They are also based on the results of individual site visits by Council members, information submitted to the Council, and the professional expertise of each member as a bilingual professional, administrator, parent and concerned citizen.

Recommendations have been grouped according to subject areas. These areas include: Policy and Procedural Issues; Research, Evaluation and Survey Needs in Bilingual Education, Personnel Needs in Bilingual Education, Parent/Community Involvement, and Curriculum Materials and Testing Instruments. For each subject area a brief background statement has been provided which constitutes the rationale and/or justification for the recommendations addressing that topic. Where necessary, additional justification is included for specific recommendations that warrent detailed explanation.

The National Advisory Council, therefore, is pleased to present its recommendations for 1977. The following recommendations have the full endorsement of the Council and are designed to encourage the continued development and expansion of bilingual education in the United States.

6.1 Policy and Procedural Issues

With the passage of the Education Amendments of 1974, the Congress recognized the important educational experiment which the then Division of Bilingual Education was performing. It realized that in order effectively to continue this educational experiment, the program had to be given the authority of an Office, rather than of a Division, within the Office of Education. Because of the unique needs in the implementation of this program, the Congress recognized the need to provide immediate access and support to this office from the Office of the Commissioner. The Congress therefore mandated the elevation of the Division to become the Office of Bilingual Education and provided for the Director of Bilingual Education to report directly to the Commissioner. It also gave the Director the responsibility of coordinating all Federal efforts in the bilingual education field.

As other sections of this report document, numerous activities outside of Title VII are occurring which have an impact on the delivery of bilingual education services. Coordination of all these services has become essential. For example, the Office of Bilingual Education through its Resource Center Network provides assistance to the demonstration programs in carrying out the bilingual program. However, since 1974, the Lau centers (Type B) have become an integral part of bilingual education and also provide assistance to LEA's. Currently, the Lau centers come under the administrative jurisdiction of the Bureau of Elementary and Secondary Education within the Office of Education The present system impedes effective and efficient lines of communication for the delivery of technical assistance in a uniform and comprehensive manner. Although the Lau centers informally coordinate with the national network of Title VII centers, it is difficult for the State Assistance Program operated by the Office of Bilingual Education to deliver appropriate technical assistance to LEA's where other bilingual education activity is being initiated. This separation of administrative responsibility significantly limits the coordinative duties mandated by legislation to the Office of Bilingual Education. The separation of these technical assistance units is also inconsistent with the wishes of the Congress and its direction to the Secretary of Health, Education and Welfare. It is imperative that these two efforts be coordinated.

Another activity, the implementation of Part J of the Bilingual Education Act, calls for delivering bilingual vocational training. While these services are primarily aimed at young adults, there is a need to coordinate the projects administered under this part of the Act with the demonstration programs funded under other sections of Title VII that are operating in the same locale.

The coordination of all bilingual education efforts in the Federal Government places heavy demands on the Office of Bilingual Education as it is presently constituted. This report discusses current efforts and programs administered within the Office of Education which attempt to provide services that are categorized as bilingual activities for the bilingual community. The report also documents other efforts being carried out in the Federal Government, such as the implementation of Title III of the Comprehensive Employment and Training Act of 1973 which attempts to provide bilingual manpower training. The Bilingual Health Manpower Act, which is designed to address the critical problems of bilingual communities in the health field, will soon be providing services. Research surveys in bilingual education, such as the population and language surveys discussed in the report, need to be conducted. Better coordination with state governments must occur as they become more involved in bilingual education activities. Thus, coordination of Federal bilingual education efforts is a multi-faceted effort.

Due to the present structure of the Office of Bilingual Education and because of its personnel limitations and ceilings, it is impossible for OBE to effectively fulfill the Congressional mandate to coordinate all Federal efforts in bilingual education. Towards this goal the Council offers the following recommendations:

To the President of the United States

-- The Council recommends that the President of the United States promote an awareness of the importance of bilingual/multicultural education as a national asset and demonstrate a commitment to this goal by sending a Presidential Message to the Congress supporting extension and expansion of Title VII of the Elementary and Secondary Education Act of 1965, as amended.

To the Congress of the United States

-- In order for the Office of Bilingual Education to meet fully its Congressional mandate of coordinating funding sources that affect bilingual education as stated in P.L. 93-380, the Congress must instruct the Secretary of Health, Education and Welfare to immediately upgrade the status of the Office of Bilingual Education to the Bureau of Bilingual Education.

-- To increase the effectiveness of the Office of Bilingual Education in administering and coordinating the delivery of technical assistance to school districts on how to implement effective bilingual education programs, the Council recommends that the Congress instruct the Secretary of Health, Education and Welfare immediately to delegate to the Office of Bilingual Education the direct administration of the Lau Technical Assistance Centers (Type B) established under the Civil Rights Act of 1964, and any other programs that the Secretary deems appropriate. In so doing, the Secretary must also allocate adequate personnel to carry out this function.

— To reflect adequately the pluralistic, social and high economic values representative of the nation and inherent in high quality bilingual/multicultural education, the Council recommends that the Congress review and amend Title VII to reflect these values.

To the Secretary of Health, Education and Welfare

-- In order for the Office of Bilingual Education to expand services to students who are currently unable to benefit from bilingual education programs, the Council recommends designating the Title VII program as a service rather than a demonstration effort, and allocate funds in a manner based on the number of children to be served.

6.2 Research, Evaluation, and Survey Needs in Bilingual Education

Bilingual education is one of the most massive and complex innovations in the history of American education. Beginning in limited ways in the 1960's with the passage of the Bilingual Education Act of 1968 (Title VII, ESEA), bilingual education received a Federal initiative which enabled it to grow from only 76 projects involving eight languages in 1969 to 425 programs involving 67 languages during the current year.

Aside from this initiative, other activities, including various Federal and State court decisions, have had tremendous impact on the growth of bilingual education. The Supreme Court in Lau vs. Nichols, for example, directed a California school district to seek educational remedies for students who were being denied their constitutional right to equal opportunity in education as a result of their limited or non-English language proficiency. On the state level, approximately twenty states enacted legislation calling for bilingual instruction and in most cases appropriated monies for it since they recognized that Federal efforts in bilingual education were of a demonstrative nature and therefore would not meet the needs of the entire bilingual community.

The national Director of the Office of Bilingual Education has performed an exemplary job in guiding the expansion of the program from 76 projects in 1969 to 425 projects today. The Office has developed a comprehensive national center network of 15 Resource Centers, 14 Materials Development Centers, and 3 Dissemination and Assessment Centers. The Office has also funded state education agencies to provide assistance to school districts, institutions of higher education to undertake staff development, and provided 700 fellowships to prepare additional personnel for bilingual education programs. However, these contributions to the growth of the program have outdistanced the academic and empirical research available on how to instruct in a bilingual mode. Thus, while the programmatic and administrative aspects of the program have been highly successful, a critical problem in effectively implementing the program has arisen due to gaps in research.

This lack of research in bilingual education is perhaps a direct result of the fact that it was not until the Education Amendments of 1974 that the Congress enacted legilsation calling for research activities in bilingual education. Even after the passage of such legislation, the Administration failed to request an appropriation for that section of the Act. It was not until Fiscal Year 1978 that $2½ million was allocated for research. Furthermore, not all of the money was allocated specifically for research, since that part of the Act also addressed the need for information dissemination and a national clearinghouse. The delegation of the research responsibility to the National Institute of Education has further hampered the research effort due to the many problems facing that embattled agency. It is therefore appropriate and of grave importance that the Congress and the proper officials within the present Administration take prompt action to remedy the situation.

Since the lack of adequate research and the need for relevant data for proper decision-making have become so acute, the Office of Bilingual Education has resorted to asking the demonstration programs to begin to address the need for information in their own ways, by conducting small evaluative efforts within their programs. In so doing, most local school districts must rely on information which is incomplete and, in fact, often unreliable. In addition, the time and expense involved is often beyond their means.

Although the bilingual instructional mode is being utilized in the demonstration programs, in most cases the bilingual program has been integrated into traditional school systems without regard for the learning styles and cultural variables that have been found to have significant effect on the child and his/her successful performance in the classroom. Research on cognitive variables specific to a population of a particular national origin has the potential of identifying and incorporating such considerations into the program design. At the very least, individual projects could identify in advance the situations which the program will face when it begins to service a particular linguistic group.

Further research gaps which exist include comparing achievement of children in a bilingual program with that in a regular classroom. Such determinations are much too often left to the program administrators to conduct. Considering the limited resources upon which most programs rely, such efforts only serve to weaken the services delivery function and take valuable administrative resources away from their primary areas of concern.

One of the immediate goals of bilingual programs was to improve the success ratio of limited English-speakers in the educational system and thus minimize the number of these students who dropped out of school for lack of a basic command of English. The majority of bilingual programs, however, have been implemented at the K-3 level. If bilingual education is to have a positive effect on the success of the child in educational institutions, the concept must be further expanded to deliver services to limited English-speakers in the upper grade levels. At the public hearings, support was presented for the implementation of bilingual instruction programs at the secondary level. If this occurs, bilingual instruction may be entering a new area, but again without the necessary research needed to develop adequate programs.

Aside from the need for research in the cognitive areas, bilingual education practitioners, policy makers, and the Congress also have a need for relevant demographic data on which to base decisions for funding and for prioritizing the existing funds available. Initial surveys, which have been started by NCES, such as the count of Limited English Speaking Ability (LESA) children and the Measurement of English Language Proficiency (MELP) are drastically needed and should be completed as soon as possible.

It is evident, therefore, that if the concept of bilingual education in the United States is going to succeed, all parties involved must make a determined effort to fill the research gap which presently hampers the effectiveness of the effort. Accordingly, The Council is pleased to make the following recommendations:

To the Congress of the United States

-- To strengthen and expand research and evaluation capabilities in bilingual education effectively within the Federal Government, the Council recommends that the Congress mandate the National Institute of Education to establish a separate and fre-standing Center for Research and Evaluation in Bilingual Education and allocate sufficient funds for its establishment and support.

-- In order for the Office of Bilingual Education and the National Institute of Education to comply fully with the Congressional mandate (P.L. 93-380, Part C, Section 742) to enhance the effectiveness of bilingual education programs through research and innovative demonstration, the Council strongly recommends that the Congress appropriate sufficient funds to successfully meet this goal.

To the National Center for Education Statistics

- To provide a sufficient data base for planning and providing needed bilingual education for LESA children, the Council recommends that a national research survey be undertaken to identify by state:

    The number of bilingual education teaching staff already present in school systems,

    The number of teachers in non-bilingual programs fluent in particular target languages, and

    The number of teachers holding certificates in bilingual education.

- In order to determine the status of bilingual education at the state level, the Council recommends that the Commissioner, in conjunction with state education agencies and the Lau Centers within their respective jurisdictions, conduct state language assessments.

To the National Institute of Education

- To address the research needs in the area of Bilingual Education, the Council strongly recommends that the National Institute of Education, in accordance with its research mandate, specifically address the needs of bilingual education as defined in P.L. 93-380.

- In order to measure the impact of exemplary demonstration projects, the Council recommends that the National Institute of Education conduct a longitudinal study of those projects which would assess the cognitive and affective development of LESA children.

To the Office of Bilingual Education

- To broaden the range of personnel available for bilingual education programs and enable teachers to meet educational certification requirements, the Council recommends that the Office of Bilingual Education research and develop conceptual models for in-service training programs in the target languages. These programs should then be formally structured in a career-ladder fashion.

- In order to recognize and serve the needs of Asian, Native American, and other linguistic groups, the Council recommends that studies be initiated in the areas of learning styles and other cultural variables and that additional curriculum materials be developed and provided for these groups.

To the National Institute of Education and the Office of Bilingual Education

- In the interest of demonstrating an official policy of mutual cooperation, the Council recommends that the National Institute of Education and the Office of Bilingual Education work together to fund and coordinate research projects, particularly those involving Office of Bilingual Education fellows and trainees.

- In the interest of demonstrating a coordinated and comprehensive research effort, the Council recommends that the National Institute of Education and the Office of Bilingual Education establish an official policy of mutual cooperation on research efforts.

To the Office of Planning, Budgeting and Evaluation

- Because of the unique features of bilingual education programs, it is of paramount importance that all OPBE evaluation activities related to bilingual programs be closely coordinated with OBE; the Council therefore recommends that the Office of Planning, Budgeting and Evaluation closely coordinate all of its bilingual activities with OBE.

6.3 Personnel Needs in Bilingual Education

The 1976 Commissioner's Report to the Congress, as well as the 1976 report of the Council estimated that 129,000 teachers were required to meet the needs of the target population. As reported, this figure was based on the needs of the target population, and was based on an estimate of 3.6 million children who could qualify for bilingual education, as determined by the 1975 Survey of Languages conducted jointly by the Census Bureau and the National Center for Education Statistics. However, it should be noted that the Council's 1976 report also stated that the 3.6 million figure was based on the number of children who qualify under the narrow LESA definition, while a broader definition increases the figure to as much as 8.15 million children. This figure, however, is based only on a preliminary estimate of the population and did not take into account the number of teachers currently employed and possessing skills to teach in a bilingual program.

The National Center for Education Statistics (NCES) has completed the Survey of Teachers' Language Skills, which is based on a representative sample of approximately 12,000 teachers currently teaching in schools throughout the United States. The study could have provided baseline data on the number of teachers with language background, skills, education and/or other experience which would enable them to teach in bilingual education programs. However, the study has major methodological problems and has also encountered a low response rate, both factors which limit the credibility of its results.

The NCES is currently completing a survey of institutions of higher learning and has determined that 438 in the U.S. and territories are offering training relevant to bilingual education. The survey will also provide an estimate of the number of persons currently enrolled in appropriate bilingual programs and the number of recent graduates from those programs. This part of the analysis is not complete, but may provide some insight and information from which better estimates of the number of teachers required to instruct children in bilingual education programs can be obtained.

The Council feels that the training of bilingual teachers must be improved and that the emphasis placed on this aspect of bilingual education should receive higher priority. There is also a need for the implementation of varied training approaches to meet the current personnel shortage. For example, systematic and accredited in-service career training programs should be increased by allowing a non-credentialed individual to serve as a teacher's aide and be provided the knowledge and information necessary for that person to reach the level of a credentialed teacher.

Additional emphasis must also be placed on the training of bilingual secondary instructors. As stated earlier, there is a large number of students in the secondary grades who are limited English speakers and have a need for bilingual services. Programs currently offered at these grade levels are minimal at best. Preparation of qualified secondary teachers would be one of the first steps in providing adequate educational opportunity to such students.

Training activities taking place in various sections of the country have been found to be fragmented. The Council knows of no effort currently underway which effectively coordinates the bilingual education staff training activities at each locale. LEA's are often so deeply involved with their own programs that they maintain little communication with all other LEA's and their training efforts. Coordination of such activities would allow for the preparation of needed personnel and the referral of others to areas where they are needed.

The Council has also documented a need for the development of training for supportive personnel in bilingual programs. Bilingual librarians, counselors, and other pupil support personnel are drastically needed to augment the ability of the programs to serve the total needs of the bilingual child. It is therefore imperative that activities to address this need be undertaken.

As stated earlier, there are 438 institutes of higher education providing training programs for bilingual education at colleges and universities. However, most of these programs address the needs of the more prevalent non-English languages. Other diversified languages and dialects are not the subject of instruction. The training of Native American bilingual instructors for example, is highly fragmentary and very informal. Methods must be developed to deal with such problems. The needs of the Native American population are as real as for other limited English-speaking populations in which the bilingual personnel shortage is less prevalent. In light of the above information, the Council offers the following recommendations:

To the Congress of the U.S.

-- To meet the impending need for quality training in bilingual education and provide a more comprehensive program for students participating in bilingual education projects, the Council recommends that the Congress re-examine its allocation formulas for Title VII activities and give higher funding priority for training of bilingual education counselors, librarians and special educators.

To the Commissioner of Education

-- In order to ensure efficient and effective bilingual education services to children of limited-English speaking ability, the Council recommends that the Commissioner of Education direct local education agencies, state education agencies, and institutions of higher education to coordinate their training and instructional activities.

To the Office of Bilingual Education

-- Recognizing that there are students in secondary grades who are limited English speakers with a tremendous need for bilingual services, the Council recommends that the Office of Bilingual Education institute training programs for the preparation of bilingual personnel at the secondary level.

To the Office of Planning, Budgeting and Evaluation

-- Results of past and current evaluation activities conducted by OPBE in the bilingual field are questionable due to the lack of bilingual education expertise within OPBE; therefore, the Council recommends that OPBE immediately employ bilingual education specialists to carry out its activities in this field

6.4 Parent/Community Involvement

Effective parent and community involvement in the educational process has long been an unmet objective of the American educational system. However, parent and community involvement has received a major push in the recent past. Perhaps a good example of effective parent and community involvement has come from models developed under the Head Start Program. Programs funded under Title I of ESEA also gave considerable attention this area. Parent/community involvement has been a low priority issue in the operation of bilingual programs at the local level. This may be due to the fact that a large proportion of the students served by bilingual programs are from low-income families. Consequently, parents are often deeply involved with providing for the essential well-being of the family and thus have little opportunity to become directly involved with the programs serving their children.

With the progressive development of bilingual programs the importance of parent/community input into such programs has increased. Yet no comprehensive attempt has been made to develop sufficient opportunities for concerned parents to become involved.

The time has come for the design, development and implementation of strong parent/community involvement programs. A network of parent/community bureaus would begin to deal with the issue and initiate efforts to bring community views to bear on bilingual education through a mixture of parents (limited English speakers and English dominant speakers). Such a component should have as an objective the recruitment of volunteers from the community. Funding should also be made available for the provision of parent training programs.

Testimony presented at the hearings held by the Council dealt at length with parent/community involvement and strongly endorsed the need for effective parent and community involvement in bilingual education programs. Testimony also raised and documented the need to involve the parents of English-speaking children enrolled in the bilingual programs. A mix of both language groups will inform parents about the bilingual programs in which their children are participating, and allow them an avenue for greater involvement. An important goal of the bilingual education concept must be to seek to expand awareness of other linguistic and cultural groups than one's own and to encourage a broadened view and understanding of the nation's cultural plurality through sound educational programs. With this understanding the Council offers the following recommendation:

To the Congress of the United States

-- To increase the effectiveness of local policy advisory councils and respond to the interests of parents of non-LESA children, the Council recommends that Congress expand the legislative authority of P.L. 93-380 to allow parents of children who are non-LESA and, whose children are enrolled in bilingual education programs, to participate on the local policy advisory councils, provided however, that the majority on the Council remain parents of LESA children.

6.5 Curriculum Materials and Testing Instruments

The Office of Bilingual Education has rightfully recognized that an effective bilingual program cannot be implemented without the availability of adequate and relevant materials for all of the diverse language groups which it serves. As part of its capacity building strategy, OBE has called for the funding and operation of fourteen materials development centers whose primary function is to develop materials designed for 15 languages and several dialects. However, as was reported by the Council last year, the period of time between establishing a center and producing adequate and effective materials is quite lengthy. Thus the need for materials still exists within the bilingual program.

The final report of the project to design the national clearinghouse for bilingual education, conducted for the office of Bilingual Education by InterAmerica, documented the following findings with respect to present materials available.

There are basically four types of bilingual education materials presently used in bilingual education programs. They include (1) commercially developed materials (2) project developed materials, (3) teacher developed materials, and (4) foreign developed materials. A capsule of each, with some subjective appraisal, follows:

> (1) Commercially developed materials: Publishers in the United States have developed several curriculum series and supplementary materials primarily for bilingual programs oriented toward the Spanish speaking segment of the population. The materials have been critized for educational content while praised for technical quality of printing, binding, and graphics. The criticism centers on the fact that the material tends to be translations of English-oriented material and does not reflect bilingual/bicultural attitudes. The materials have also been criticized for containing language errors (spelling, grammar, and improper usage of words).

137

(2) Project developed materials: Bilingual materials have been developed under the auspices of Title VII Centers, Lau centers, and state funded programs. While generally the technical quality of the product is not on a par with commercially produced materials, the language and content is considered superior to the products of the commercial developers. The probable reason for this is that the persons developing these materials often have personal contact with the students in the bilingual programs and therefore are more qualified to design the materials. Most of the developed materials to date have been single items, i.e., specific readers, posters, etc. The projects are now developing core curricula intended for continuous bilingual programming of the students. Most of the project developed materials have not been formally compiled, assessed, pilot and field tested, and therefore, have had minimal distribution. However, in certain unique instances, such as the materials developed by the Southwest Educational Development Laboratories, the materials have been published and distributed by commercial publishers and have therefore received extensive distribution. Those project developed materials which are in use have been highly praised.

(3) Teacher developed materials: Due to pressing needs, many teachers are developing their own materials. Most exchanges of these materials are informal, although in several areas where materials are scarce, formal methods of compiling teacher developed material or encouraging the exchange of teacher ideas have been instituted. Most teacher developed materials are supplementary materials, resource guides, or compilation of activities around which a teacher can build a lesson. Teacher developed materials generally present the same positive aspects of project developed materials, but problems are similar -- national dissemination of material is dependent on competent assessment and field testing. The difficulty of identifying and locating these material is higher than for the other three sources.

(4) Foreign developed materials: Reactions to foreign materials are generally negative. However, particularly for languages other than Spanish, they are essentially the only materials available. Foreign materials are generally characterized as being of poorer technical quality than material developed in the U.S. but of better grammatical quality. They are criticized for containing cultural and political biases and for presenting the subject in a way that is not in consonance with U.S. teaching methods. There are also lexical differences between the language used in the foreign materials and the language as it is spoken here.

The clearinghouse design study also provided the first attempt to develop an inventory of bilingual education material existing in the Title VII system. That inventory, presented in the Council's 1976 report (Table One, pp. 32, 33) remains the most current inventory available. As was mentioned earlier in this report, the Office of Planning, Budgeting, and Evaluation is currently conducting a study to update this inventory and to evaluate the transition of the material into the classroom. This study should be finalized in the Spring of 1978. The National Institute of Education has funded another activity in this area, which is an assessment of commercially produced material conducted by the Educational Products Information Exchange Institute (EPIE). This project has been completed and copies of this "buyers guide" are available from EPIE.

Curriculum materials and testing instruments, particularly for the language groups with small numbers of LESA persons, are non-existent. Native American, Asian and Pacific populations are primarily affected. In Native American populations, the many dialects and the clustering of tribal groups present unique problems in the delivery of bilingual services. Similar parallels can be drawn for Pacific languages. As is the case with other language groups, LEA's serving Native Americans lack sufficient resources with which to develop curriculum material for use at the local Indian schools. Furthermore, materials that are available, very often are designed and developed without concern for the wants and desires of the Native American community itself. The Council therefore offers the following recommendations:

To the Office of Bilingual Education

-- In order to serve and recognize the needs of Asian, Native American and other linguistic groups in a responsible manner, the Council recommends that studies be initiated in the areas and learning styles and other cultural variables and that additional curriculum materials be developed and provided for these groups.

-- To continue to emphasize its capacity building role and improve bilingual services, the Council recommends that the Office of Bilingual Education place a higher priority on materials development and dissemination, and the development of adequate testing methods and instruments for evaluation of programs serving children of limited-English speaking ability.

APPENDIX A

DIGEST OF PUBLIC HEARINGS

DIGEST OF PUBLIC HEARINGS

During 1975-76, the National Advisory Council on Bilingual Education held a series of public hearings which provided valuable information in preparing the Third Annual Report to the Congress. The hearings proved very successful in soliciting information, observations and recommendations on the future of bilingual education from concerned individuals at the local level. The views expressed by the hearing participants, relative to the refocusing and redirecting of bilingual policy, programs, and services delivery, have been used by the Council to develop its policy recommendations to the Congress, the President, and the Department of Health, Education and Welfare, and its subordinate agencies. The hearings were held in San Francisco, November 12, 1976; in Austin, January 28, 1977; and in New Orleans, April 4, 1977. Participants in the hearings included individuals from every major region of the country. Represented were:

-- Persons involved with Title VII programs at LEA's and IHE's
-- Numerous ethnic and community groups
-- Experts in the field of bilingual education
-- Parents, teachers and community members

The testimony presented at the hearings at all three sites revealed a commonality of issues in bilingual education. Different regions and localities, however, placed varying degrees of emphasis on the different issues. This chapter attempts to present these views. Where significant differences occur, the digest attempts to localize these differences and clarify them.

The digest of hearings is organized into eight areas of concern and are discussed below. These eight areas include:

-- Policy and Procedural Issues
-- Research and Survey Needs in Bilingual Education
-- Personnel Needs in Bilingual Education
-- Mobile and Dispersed Populations
-- Bilingual Education Models
-- Parent/Community Involvement
-- Curriculum Materials
-- Program Evaluation and Measurement

Policy and Procedural Issues

With the implementation of Title VII - funded education programs across the nation, state and local education agencies have established guidelines concerning the development and operation of these programs. Testimony during the 1977 public hearings, however, shows that a consensus of opinion has not been reached regarding federal, state and local agency roles in the bilingual education field. Several problems continue to impede development of these roles. They include:

- -- Increasing the representation of Native American and Asian concerns throughout the spectrum of the decision-making process;
- -- Revising the requirements of grant proposals and the time period for response;
- -- Improving the communication between Federal and state agencies;
- -- Improving the accessibility of geographically isolated areas to current information regarding funding decisions, regulation changes and proposal deadlines;
- -- Acquiring information concerning the status of proposals once they reach Washington;
- -- Increasing the coordinating efforts between Title VII and other grant programs authorizing funds for bilingual programs; and
- -- Revising the operating definition of the target language group to be serviced.

During 1977, witnesses continued to express concern over the effective implementation of Title VII programs. Several witnesses specifically proposed that the Office of Bilingual Education be upgraded to a Bureau within the Office of Education and be given the authority to coordinate all funding sources that affect bilingual education. The witnesses noted that programs such as Title I of ESEA are largely used to support services-type programs and have the "monetary potential to reach large numbers of students."

Many witnesses also believed that the bilingual programs should be changed from a demonstration and "competitive" grants program to a service program with more state control of funds. One witness recommended that the demonstration model be changed to a service model on the basis of the number of students to be served. Others disagreed with these suggestions and emphasized continuance of the demonstration model. The lack of consensus on the current status of Title VII programs centered on the perceived goals witness believed bilingual education should achieve. Proponents of the maintenance and enrichment-oriented programs while united in support of bilingual education, appeared to be equally divided on its goals. For example, some witnesses attested that demonstration projects should not change to service programs, in order to avoid the possible perception that, like Title I, bilingual education's focus is compensatory or remedial.

Other witnesses suggested that guidelines be developed to assure that student rights are not violated in a program; that programs avoid group segregation of students; and that present program requirements on the number of students allowed to participate (guidelines used by the Office of Civil Rights) must be revised. An Illinois witness suggested that equal status be given to music and the arts in the development and implementation of bilingual programs with multicultural components.

Research and Survey Needs in Bilingual Education

Participant testimony at the public hearing identified research in the field of bilingual education as one of the most vitally needed activities. Many scholars and practitioners maintain that bilingual education programs cannot be evaluated in an effective manner unless more extensive research is conducted in the field. As one witness at the hearings stated: "Current and past (research) efforts have been piecemeal and inconclusive. . .a solid data base is necessary for the survival of bilingual education."

Several witnesses recommended methods by which to improve research activities. One witness proposed that NIE's role in research be expanded. The witness specifically suggested that NIE conduct comparative achievement studies of students in bilingual education programs and control groups of students with similar characteristics not enrolled in bilingual programs. The witness believed that all too often school administrators have been left with the responsibility of conducting this type of research, which requires strict methodological controls.

A witness from Mississippi recommended that funds be made available to study the learning styles of bilingual children and adults as well as to identify teaching techniques and other special skills needed by university personnel responsible for training teachers for bilingual programs. Another witness focused on the same areas, but specifically addressed these needs as they relate to Asian language groups and programs.

Another witness proposed that surveys be conducted to identify teachers who have fluency in particular target languages as well as teachers certified in secondary bilingual fields. These surveys are needed to provide information on personnel available to teach at the secondary level. The witness also suggested that foreign language teachers could be involved in bilingual education programs, if additional training were provided.

Several witnesses at the Seattle hearing were concerned with identifying the number of languages spoken by students in Seattle schools. They had identified 5,000 students in grades K-12 who spoke a home language other than English. The students, comprising 8.3 percent of the districts total enrollment in 112 schools, spoke more than 40 different languages. Students were grouped according to their linguistic capabilities. The first group comprised those who could speak only the home language. The second group consisted of those who were equally bilingual in the home language and English. The third group comprised students who could speak some English, but who relied on the home language. The fourth group entailed students who could speak only English.

Individuals at the Texas hearings indicated that the amount of research being conducted in bilingual education was minimal at best. Witnesses pinpointed the efforts of the Center for Applied Linguistics and the BABEL/Lau Center (Berkeley) which conducted a "state of the art" assessment and determined that little or no research has occurred in the field. Research activities in bilingual education identified by this effort proved not to be useful due to inherent weaknesses in the basic research designs. The witnesses emphasized that it is important to recognize that bilingual program personnel know that the bilingual approach is successful in educating the limited English speaker, even though valid research efforts have not been executed to substantiate this fact.

One witness stressed the fact that most research is conducted by institutions of higher education. Resources are wasted, he indicated, given that if such institutions are to be used effectively, an effort must be made to:

- -- Initiate research activities on various areas;
- -- Develop an information network through which universities will know what others are doing in the area of bilingual research;
- -- Identify research priorities;
- -- Fund mini-grants in the $2,000 to $5,000 category (for dissertations); and
- -- Encourage cooperative efforts among universities.

Witnesses at the public hearings also supported the idea of conducting longitudinal research in bilingual education. Inasmuch as state and local education agencies have allocated some funds for bilingual education, and since federal efforts to implement projects usually occur on a year-to-year basis, little longitudinal research has ever been conducted. Such research cannot be conducted on a year-to-year basis since the cognitive learning styles of culturally different learners are too complex to be understood and/or evaluated within one-year projects. Some of the research areas identified at the hearings and recommended for study were:

- -- Learning styles;
- -- Attitudes of students toward second language learning;
- -- Second language learning motivational factors;
- -- Effect of bilingual education on the achievement of limited English-speaking children;
- -- Effect of bilingual education on the expectations of teachers as to the achievement of the bilingual student;
- -- Optimum learning conditions for students in the bilingual program;
- -- Accurate description of existing bilingual programs along with pedagogical variables;
- -- Comparative study of bilingual education in other parts of the world;
- -- Critical competencies necessary for bilingual education teachers; and
- -- Effects of maintenance and transitional bilingual education programs with respect to community and social functioning.

Hearings testimony also addressed the structure of research in bilingual education. Local education agencies have a need for practical research that will help them structure the most effective program possible. Higher education institutions also need practical research for the development of teacher training programs which meet the needs of state and local school systems. Policies, organizational structures, and administrative procedures which enhance this thrust are the primary areas of need for practical research.

Personnel Needs in Bilingual Education

The need to increase the number of teachers, paraprofessionals, and other pupil-support personnel qualified to instruct children in bilingual education programs was stressed as much during the 1977 public hearings as it was during the 1976 public hearings. Several witnesses again emphasized that "proper teaching-training bilingual programs be given priority at the college and university level." One of the witnesses at the San Francisco hearing summarized the reactions of all participants at the public hearings when he stated:

> "If we continue to direct our efforts (and funds) to the establishment of bilingual programs without assurance of prior and proper teacher and teacher-aide training, we are condemning our program to mediocrity at best."

In discussing proper teacher-training programs during the first hearing in San Francisco, one witness mentioned a recent survey of bilingual education practitioners in California. Some of the findings of this survey had direct bearing on teacher training needs and requirements. The findings determined that:

-- more than half of those surveyed agreed that a shortage of well-trained teachers exists in California.

-- more than sixty percent agreed that bilingual teacher training should be done cooperatively by a training institution and a school district;

-- the majority of respondents agreed that classroom teachers should have special training in linguistics, curriculum development, non-English language training, history and culture of the target group, evaluation techniques, and in teaching English as a Second Language;

-- almost all respondents agreed that bilingual programs should have as a goal the preservation of the cultural heritage of the non-English language groups; and

-- a sufficient supply of bilingual program personnel will not be available without significant assistance from both state and federal resources according to more than seventy percent of those respondents.

During the San Francisco hearing, a Native-American witness from Seattle also reiterated the need to provide support personnel in bilingual education programs by citing the recent Johnson O'Malley Indian Education Report. This documented the need to train at least 40 teacher aids involved in counseling Yakima Valley Indian children in 8 school districts. Statewide, at least 500 teachers are needed to serve 13,126 Native American children in grades K-12. A Choctaw Indian witness urged that teacher training financed by the Federal government be encouraged on the reservation and that several technical assistance centers for Native American projects be established to be responsive to Native American needs.

One witness at the Texas hearing recommended that funds be earmarked for the training of personnel other than teachers. It was noted that non-instructional personnel such as school librarians and counselors have a direct effect on the performance of the child. Informing such educational personnel about bilingual programs, their intent and goals, and the functional aspects of the approach would enable them to better serve the needs of the bilingual students in the educational system.

To meet the "critical needs for bilingual personnel" a Utah witness testifying in New Orleans suggested that training programs at universities be expanded to include all areas of education. Those cited by the witness included instruction, administration, curriculum, school psychology, special education, counseling and social work. Another witness at these hearings introduced the idea that in-service activities be structured in a career ladder fashion to allow teachers and their aides to meet educational certification requirements. A Massachusetts witness also contributed the idea that in-service training for monolingual elementary or secondary teachers, and importing teachers from abroad, are "stop-gap measures" in the long run. He emphasized that teachers who are native to the United States should be recruited, and that financial assistance should be provided to native born students who would be interested in pursuing a career in bilingual education. The witness also suggested teacher preparation scholarships for students at universities and community colleges.

Mobile and Dispersed Population Services

Witnesses at the 1977 public hearings again addressed the problems concerning the educational needs of dispersed and migrant populations. At the San Francisco hearings, for example, a Washington State witness focused on recent attempts to assess the needs of the Yakima Valley Indian population. He reported that out of 35,000 teachers in Washington State only 242 are individuals who are of American Indian descent. He also reported that at least 13,126 Indian children were enrolled in grades 1-12, creating a ratio of one

Indian teacher per 139 Indian children, and that more than 500 Indian teachers are currently needed. Of the 1,503 Native American students identified as attending higher education institutions including community colleges, only 80 were seeking degrees in education and only a handful were pursuing graduate degrees.

The witness noted that the Indian population is still plagued with a serious dropout problem. A significant proportion of Indian students dropout of school by the eighth grade. The witnesses cited several factors which contribute to students attrition including previous "disregard" for their cultural and linguistic differences by the traditional educational system of the American Indian child. The witness said this created a "negative" self-image which is not conducive to successful performance in schools. Other problems witness noted included; 1.) the fact that very few American Indians participate in the instructional and administrative educational process due to barriers to Indian students in obtaining credentialing; 2.) that the Yakima Indian population is dispersed throughout a 1.8 million acre reservation and that the need for teachers to be trained within the eight school districts serving the population is increasingly evident; 3.) that the Yakima school district has been unable to benefit from Title VII funds because it did not qualify for funds under state requirements and regulations; and 4.) that regulations limit applicants to local educational agencies applying jointly with higher educational institutions.

A witness testifying on behalf of the Mescalero Apache Tribes of New Mexico noted that approximately 2,200 persons live on the reservation. Of these 60 percent are under the age of 30. The witness reported that while the number of high school graduates is very low, it has begun to improve. The witness cited that bilingual education programs have aided students in gaining a better grasp of subjects taught in school.

Other witnesses testified that for American Indians the bilingual approach was the most "effective route: to an adequate education. It was indicated that few Indian bilingual/bicultural education programs currently exist. It also was reported that there is a serious lack of materials for their programs, and that few Indian teachers are trained to teach in their languages. Since most Indian languages have no written orthography, this lack of curriculum materials will continue until written alphabets are prepared for these languages. When developed, such materials will require people who are trained to use them.

One witness, testifying on the Indian perspective of the delivery of service to diverse populations, identified many of the traditional problems with bilingual programs serving Indian youth. This witness expounded the belief that bilingual programs would encourage the majority groups' students to appreciate the cultural value of the minority group's language and heritage. He stated that this could only be done with sufficient funds (i.e., materials development, teacher training, planning, research, and evaluation) for the school to design, develop and implement programs geared to the Native American child. It was further noted that a policy of total community control must accompany such funding if the program is to be a success.

Witnesses also outlined several problems facing mobile populations. They indicated that each year at least 10,000 Puerto Rican students transfer to schools on the island. Witnesses favored the idea that curriculum materials be developed jointly by educators from Puerto Rico and New York City. "Only through the development of a uniform bilingual/bicultural curriculum which can be used here in the States and in Puerto Rico will the Puerto Rican children have equal opportunity for self-development and self-actualization in the United States or Puerto Rico." They endorsed the use of the diverse linguistic and cultural experiences as resources for developing "truly bilingual/bicultural American citizens."

A Washington State witness focused on the needs of the Asian and Pacific American population, noting that in the State of Washinton more than half of the students in 16 school districts come from Chinese, Filipino, Korean and Samoan language and cultural backgrounds. The witness stated that such a concentration of students from many different language backgrounds impedes the establishment of large formal classes. Small groups at different grade levels, and individualized instruction, are often used. Reading tests in English and the native language have been found inappropriate for use in the early grades.

Another witness testified that funds for Asian programs have been inadequate and perceived a serious gap between the various states of program development, i.e., teacher certification, research and materials development, when compared to other bilingual programs. The witness did not maintain that funding for other programs was disproportionate in comparison to Asian programs, but only that more funds are needed to adequately address Asian educational needs.

Witnesses from Louisiana testified on the needs of the French speaking population. It was pointed out that all language groups are covered under the ESEA Title VII legislation and that the needs of diverse language groups are seldom understood by those who develop the rules and regulations for the implementation of the Bilingual Education Act. They indicated that the number of French speakers is extremely high in various state parishes. According to surveys the Bilingual Resource Center at the University of Louisiana and the Council for the Development of French, there are 2.4 million French speakers in this country, of which only 1,913 are receiving bilingual education services.

The witness described the various attempts by the State, in the past to extinguish the use of French and Italian by means of prohibiting the use of the languages in the school system. Such approaches are not used today. However, in light of such attempts to instill English as the dominant language, it is notable that the French language has survived to this day.

The French speaking child, forced to function in a second unfamiliar language, was unable to progress at a rate comparable to the majority of English speaking children. With the inception of ESEA programs, a substantial change has been noted in the success of the children in the educational system. SRA results from one parish in particular indicated a vast improvement in reading, math, and language arts by the students in first grade.

Bilingual Education Models

Witnesses at all three of the 1977 public hearings described through their testimony the rapid growth of the bilingual approach to education. A number of academic and policy concerns were discussed as well, however, such as the best mothod to be used in providing effective instruction in a dual language classroom setting. Five years after the passage of the original Bilingual Education Act, an analysis of on-going bilingual programs shows that programs could be ostensibly identified as having two divergent effects. One type, the transitional model, stresses acquisition of English for non-native speakers through the use of the pupil's native language. Since the goal of the program is to build English language proficiency only, such programs are viewed as assimilative in nature; native language proficiency development and maintenance are not apparent goals. Another type of program, the maintenance model, emphasizes the use of both primary and secondary languages in the educational program. Its assumed goal focuses on fostering continued growth of both languages, viewing the native language and cultural heritage as resources for enrichment in the most were assimilative or transitional with few programs emphasizing pluralistic goals through development and maintenance of the student's home language. Most witnesses were opposed to this orientation.

The emergence of these two bilingual education models has been a source of continued concern for practitioners, researchers, and policymakers and was an important topic of discussion at the second annual round of public hearings conducted by the Council. As evidenced by testimony in 1976, few disagree on the concept of bilingual education since it emphasizes the cultural plurality of the nation. Disagreement centers on the appropriate model to be utilized for accomplishing and fostering the goals of bilingual education. For example, it was found that most practitioners believe that the maintenance model should be disregarded for pragmatic reasons. In addition, research assessing and evaluating either model continues to remain inconclusive.

It was related at the Texas hearings that the maintenance model does not seek to replace the American ideal of the melting pot theory, but that it seeks to employ an educational model of accommodation as opposed to assimilation. The transitional approach, on the other hand, in effect permits members of the minority language groups to enter the majority culture at the expense of losing their own native language and culture. It was further stated that the use of a particular approach in the education of the child should take into consideration the use of the child's language in all aspects of his/her social life and not just his/her school life.

One witness in Texas disputed the emphasis of transitional bilingual programs in the primary grades. It was related that the bilingual approach was implemented as a means of increasing the success of limited English-speakers in the school system, thereby decreasing the drop-out rate. When bilingual programs were implemented, however, they provided services to the K-3 grades with little focus on secondary grades. It was suggested that it is time to reassess the focus of bilingual policy and begin to include students in grades K-12 as primary planning targets of a maintenance-oriented program.

During 1977, witnesses emphasized the need to consider the maintenance model as a viable alternative. They noted that current legislative language can inhibit schools from adopting it because of the original compensatory focus that remains in the guidelines. One witness at the Austin hearing stated that due to loosely defined state guidelines, identification of LESA students was left to the discretion of the teacher. This resulted in a disproportionate placement of children in traditional classes.

Proponents of a comprehensive maintenance model recommended that Title VII guidelines be revised to provide school districts more flexibility in determining the type of program to be offered. They emphasized that the "ideal, integrated full maintenance bilingual education model should be presented, recommended and supported as the most sound program option." It was cited that the "compensatory" language be replaced with a clear statement of educationally "sound" principles for bilingual education to which all school districts must adhere in order to receive program funds. Several witnesses expounded the belief that the maintenance approach should be required by legislation.

Other witnesses, concerned with the scope of present federal legislation, asked that the target population label of "limited English-speaking children" be changed to "children with linguistically different skills" and that the legislation mandate "a more comprehensive educational process" which would include the student's complete cognitive and affective development. Both issues, according to the testimony, could serve to eliminate emerging negative implications concerning the target group and so-called "deficiency" models associated with limited English speaking ability. In addition, a comprehensive program would provide an appropriate environment which would facilitate the dual language mastery process. Witnesses also proclaimed that additional Title VII funds should be appropriated to allow more students to participate who are in need of bilingual approaches and methodology.

Witnesses noted that transitional and maintenance programs "need not and should not be placed in an arena of one versus another." It was noted by one witness that the maintenance approach allows for parallel growth in both English and the dominant language. The witness added, however, that maintenance and enrichment models are far more comprehensive and have far greater implications for positive development. Simultaneously, it was emphasized that "no one model can serve all of the needs and desires of all of the very different school districts and communities throughout the country."

Various witnesses, short of recommending legislative changes, suggested the encouragement of federal officials in the use of the maintenance approach in all Title VII projects. One witness at the Texas hearing suggested that local school districts set up bilingual programs utilizing the Magnet School, Gifted School and/or Alternative Education Center concepts. He also suggested that pilot maintenance-bilingual projects be implemented as models to be used for developing an evaluation design and for gathering hard data to validate the value of this approach in bilingual education.

Witnesses noted that since the inception of bilingual education in this nation, the educational leaders of the country have promoted the transitional approach. As a result, over eighty percent of the programs currently in operation are of the transitional type. The result has been that such programs have been viewed as compensatory by the traditional education system. As noted earlier, witnesses were in direct contention with the transitional approach precisely due to such facts.

Witnesses at the Texas hearing went on to recommend a change in direction toward maintenance bilingualism coupled with open and voluntary enrollment for school children in primary grades. By obtaining a mixture of non-English dominant speakers with English speakers, two-way bilingualism and biculturalism would be promoted.

Parent/Community Involvement

Parents of children participating in bilingual education programs, as well as communities in which such programs are located, have begun to play an increasing role in bilingual education. As reported last year, community input has varied. In some cases it has been nominal, but in other cases community groups have been instrumental in implementing successful programs which have been positively received.

The role of the community in the development of bilingual programs has allowed parents to learn more about the educational techniques that affect their children. In addition, parents are often used directly as resources for the development of learning materials. Often parents participate as teacher-aides and assist the classroom teacher in teaching their native language and other classroom subjects to students. As the Mescalero Apache, older members of the community, participate by educating students in the traditional oral literature such as folktales and legends.

During 1977, some witnesses addressed the need to expand membership of parent advisory councils to parents of the children who participate in programs but are English-speaking. An Ohio witness noted that current legal provisions and program requirements maintain that only parents whose children are of limited English-speaking ability can serve on the councils.

Witnesses at the Texas hearing related a strong need to depart from the "stepchild" concept of parent/community involvement. In their view what is needed is strong parent involvement and education programs accompanied by sufficient funding for their implementation.

Curriculum Materials

During the 1977 public hearings, development of curriculum materials continued to be a major concern of several witnesses, particularly those representing Native American and Asian groups. Some of the problems confronting these linguistic and cultural groups center on the nature and various stages of development that many languages have reached. Many of the 300 Native American languages known to be spoken in the United States have no written language. A serious gap, therefore, remains in texts and dictionaries which are fundamental for the expansion of other learning tools. The diversity in their linguistic stock and the limited number of speakers represented for each of the languages place an additional burden on the further development of them in the written form.

One witness stressed the fact that additional Materials Development Centers be established to focus on Native American educational concerns and that they be staffed by Native Americans. Another witness noted that materials which have been tailored for bilingual education are often weak and sometimes simply unavailable. "Despite the efforts of several publishing companies to develop bilingual materials relevant to classroom activities, a tremendous gap still exists. . . "

Meanwhile, another witness addressed fiscal concerns related to the recently established resource center network. He recommended that both local and state educational agencies be eligible fiscal agents for support services of bilingual education programs and that more than one grant award be permitted for support services during any fiscal year without special permission of the Commissioner of Education. The witness also noted that the need for support services in each region exceeds available resources, and that the distribution of available resources which are determined by discretionary grant authority is questionable.

Program Evaluation and Measurement

During the 1977 series of public hearings, witnesses again registered concern over the need to develop improved program monitoring techniques for bilingual education programs authorized by Title VII. Obstacles which have been expressed by witnesses in the past include the lack of effective tools to measure cognitive levels, linguistic proficiency, comparative achievement testing methodologies, and culturally unbiased student skill testing techniques.

One witness recommended that careful monitoring practices be established to allow the continuation of projects successfully inplementing maintenance or enrichment models, and that information concerning such programs be actively disseminated.

Another witness, testifying on behalf of the Center for Cross Cultural Education in Denver, proposed that a regional language assessment be conducted jointly through federally-supported agencies and state education agencies to determine the state of bilingual education in the region.

A California witness suggested that norm-referenced tests in basic skills be developed to measure student progress to determine if the student is achieving at a comparable rate to his/her English-speaking peers.

Another study, conducted by the School of Education at San Diego State University in California, identified student/credentialed staff ratios by ethnic groups for the state's public schools. The study showed the ratio of credentialed staff and pupils of six ethnic groups to be as follows:

-- Spanish surnamed	1 to 98
-- American Indian	1 to 39
-- Black	1 to 37
-- Asian American	1 to 24
-- Anglo (all others)	1 to 16

Other findings for the study period of 1973-1974 showed that:

-- Eight California school districts with more than 100 American Indian pupils had no American Indian credentialed staff;

-- Four school districts with more than 100 Asian Americans had no Asian American credentialed staff; and

-- Forty-two school districts with more than 100 Spanish surnamed pupils had no Spanish surnamed credentialed staff.

A recommendation related to bilingual education needs based on results of the study stated: "Given the fact that a large number of California public schools contain sizeable percentages of ethnic minority students, teacher training institutions should prepare present educators with in-service training and future educators with the necessary skills to adequately meet the educational needs of the bilingual and/or ethnic minority students."

The study also recommended that credentialed ethnic staff data be collected annually on a statewide basis by the State Department of Education. At the Texas hearings on this subject, witnesses related their concern for the entire evaluation approach as currently defined. Attempts at evaluation bilingual programs, they said, were ill-designed and without specific focus. The view was put forth that testing of children for language dominance only serves to "test out" the student from the program. Thus, valid language proficiency tests should be developed as opposed to language dominance tests. By providing an assessment of the child's language skills, a linguistic profile could be developed for the student's evaluation by the teacher. Such an approach would then result in the use of time and money for the benefit of the teacher and thus the student.

Considerable concern was exhibited regarding the process of achievement testing in bilingual programs. As an evaluation technique, it was stated that achievement tests are poor at best since it has been shown repeatedly that such tests are inappropriated for use in the bilingual/bicultural setting. Yet, such test are still being used as evaluation instruments. Numerous studies have indicated that norm-referenced tests have many cultural implications: They have shown, for example, that Chicano students may be adversely affected by time limits, unknown testors, and individual competition, while Anglo students may not be. They have also shown that the test content is appropriate for use in an urban middle-class society, and that it is unfair to students who have been learning concepts within the home and a second language.

A number of solutions to such problems were proposed. It was suggested that bilingual programs be evaluated through achievement tests in the intermediate grades and up. It was also suggested that criterion-referenced tests be developed. Such a test would allow that criteria be specified as to what is to be expected at each level in the bilingual program, and would be valuable for the evaluation of teachers as well as students in the bilingual program.

APPENDIX B

NATIONAL ADVISORY COUNCIL AND PROFESSIONAL AFFILIATIONS 1975-1976

NATIONAL ADVISORY COUNCIL AND PROFESSIONAL AFFILIATIONS 1975-1976

PAULA ALLEVA

Education:	Ph.D. Candidate - Bilingual Education M.S. - Educational Administration and Supervision B.A. - Italian and Mathematics
Present Position:	District Coordinator of Bilingual Program Community School District 21, Brooklyn, New York
Experience:	Adjunct Professor at Long Island University and Brooklyn College, Brooklyn, New York Elementary and Junior High School Teacher Brooklyn, New York
Related Professional Affiliations:	President - Columbia Association of the Board of Education Advisory Council Member - Association for Multiethnic Programs Educational Foundation Representative - Phi Delta Kappa Educational Liaison Representative - UNICO National Member - New York State Advisory Council on Bilingual Education Vice-President - Italian Bilingual Educators Association

DR. FERNANDO E. ALVAREZ *

Education:	LL.D. Doctor of Law Doctor, Social, Political and Economical Sciences Master of Administrative Law Master of Diplomatic and Consular Law B.A. B.S.
Present Position:	President - Spanish American Translation Bureau New York, New York
Experience:	Chairman - Spanish-American Guidance Service, Inc. New York City, New York
Related Professional Affiliations:	Spain - American Association of the Cuban Bar Cuban Bar Association in Exile Cultural Institute of Spain Royal Academy of Cordoba

* Indicates expiration of term June 1, 1977.

ROSALIE K. BASSETT

Education:	M.A. - Education B.A. - Education
Present Position:	Curriculum Coordinator - Johnson-O'Malley Consortium, Toppenish, Washington
Experience:	Language Teacher-Coordinator, Lincoln Elementary School, Toppenish, Washington Language Teacher, Lincoln Elementary School Toppenish, Washington
Related Professional Affiliations:	Washington Education Association Teachers Education Association Washington Association for Bilingual Education President of the Sahaptin-Five River Tribes Association

GUDELIA BETANCOURT *

Education:	M.S.S. - Social Sciences M.A. - Secondary Education B.S. - Education Academy Certified Social Worker
Present Position:	Associate Professor - Albert Einstein College of Medicine Yeshiva University, New York, New York Assistant Director - Mott Haven Clinic Lincoln Community Health Center, Bronx, New York
Experience:	Assistant Professor - Hunter Graduate School of Social Work New York, New York Program Specialist - Council on Social Work Education New York, New York
Related Professional Affiliations:	Member - National Association of Social Workers Member - National Committee for Legislation on Child Abuse

DR. ALFREDO G. DE LOS SANTOS, JR.

Education:
Ph.D. - Educational Administration
M.L.S. - Library Science
B.A. - English
A.A. - Liberal Arts

Present Position:
Director - Institutional Planning in Bilingual Education, Austin, Texas

Experience:
President - El Paso Community College
El Paso, Texas

Dean of Instruction - Northampton County Area Community College, Bethlehem, Pennsylvania

Related Professional Affiliations:
Member - Trustees - College Entrance Examination Board
Member - Overseas Liaison Committee - American Council on Education
Member - El Congreso Nacional de Asuntos Colegiales

EVELYN JOHN FATOLITIS

Education:
B.A. - Elementary Education, Science Ed.
Currently working on Masters in Bilingual Education through the University of Miami, Miami, Florida

Present Position:
Curriculum Specialist - Greek-English Bilingual-Bicultural Program for Pinellas County, Florida, Tarpon Springs, Florida

Experience:
Teacher - Pinellas County School Board, Tarpon Springs Elementary, Tarpon Springs, Florida

Related Professional Affiliations:
NABE
TESOL
NEA - Pinellas County Teacher's Association
FFLA
ACTFL

184

DR. LORRAINE P. GUTIERREZ

Education:	Ph.D. - Curriculum and Instruction M.A. - Special Education B.A. - Art Education
Present Position:	Private Business Albuquerque, N.M.
Experience:	Extensive work in attitudes toward bilingual education particularly on relationships to parents with children in bilingual programs
Related Professional Affiliations:	Trustee - University of Albuquerque Member - Albuquerque Public School Board Member - State Advisory Council to the U.S. Civil Rights Commission

DR. FUCHENG RICHARD HSU

Education:	LL.D. - International Law M.A. - International Relations B.S. - Political Science A.B. - Liberal Arts
Present Position:	President - China Institute in America, Inc. New York, New York
Experience:	Senior Editor - Encyclopedia Americana and The New Book of Knowledge, New York, New York Associate Editor - Encyclopedia International, New York, New York
Related Professional Affiliations:	Commissioner - Commission on Presidential Scholars Vice-President - National Ethnic Studies Assembly, Inc. President - Association for Multiethnic Programs, Inc.

JAMES D. LEHMANN

Education:	Masters of Education - Secondary Education Bachelor of Arts - Social Studies Associate of Arts
Present Position:	Coordinator - Bilingual and Migrant Education Educational Service Center, Region XX San Antonio, Texas
Experience:	Assistant Superintendent Eagle Pass Independent Schools, Eagle Pass, Texas Director - Bilingual Education, Ft. Worth Independent Schools, Ft. Worth, Texas
Related Professional Affiliations:	Phi Delta Kappa National Association of Bilingual Education

DR. EVELYN P. LYTLE *

Education:	Ph.D. - Tulane University - Spanish and Portuguese Languages and Literatures Universidad de Valladolid, Spain - Spanish Language and Literature Universidad de Sao Paulo, Brazil - Portuguese Language and Literature M.A. - (Prin.) Princeton Teological Seminary - Religion B.S. - Indiana University of Pennsylvania - Secondary Education (English and Social Sciences)
Present Position:	Associate Professor of Spanish and Portuguese - University of New Orleans, New Orleans, Louisiana
Experience:	Assistant Professor of Spanish - Randolph-Macon Woman's College, Lynchburg, Virginia Instructor in Spanish and Portuguese - University of New Orleans, New Orleans, Louisiana
Related Professional Affiliations:	National Association for Bilingual Education The Dante Society of America The Modern Language Association of America

OMER L. PICARD

Education: M. Ed. - Administration and Supervision of Elementary Schools
B.S. - Elementary Education

Present Position: Supervising Principal - Madawaska School Dept., Madawaska, Maine

Experience: Project Director - St. John Valley Bilingual Ed.

Principal - MSAD #33, Frenchville, Maine

Related Professional Affiliations: MSEPA, NAESP, TESOL, NABE

CARMELO RODRIGUEZ *

Education: Ed. D. Candidate - Education Administration
C.A.S. - Education
Ed. M. - Education
A.B. - Spanish and Education

Present Position: Executive Director, Aspira, Inc. of Illinois
Chicago, Illinois

Experience: Research Assistant - Cross-Cultural Communication
Cambridge, Massachusetts

Assistant Executive Director - La Alianza Hispana
Dorchester, Massachusetts

Teacher - Lafayette Bilingual School
Chicago, Illinois

Related Professional Affiliations: Member - Equal Educational Opportunity Advisory Committee - Illinois State Scholarship Commission

TERESA CHI-CHING SUN *

Education:	B.A. - Chinese Literature M.A. - Education
Present Position:	Assistant Professor in Chinese - California State University at Los Angeles Los Angeles, California
Experience:	Assistant Professor - California State University at Los Angeles, Los Angeles, California Instructor - Los Angeles City College Los Angeles, California
Related Professional Affiliations:	President - China Society of Southern California, 1975 - Present

WEBSTER A. TWO HAWK

Education:	M.A. - Theology B.S. - Business Administration
Present Position:	Service Unit Director PHS Indian Hospital, Rosebud, South Dakota
Experience:	Director, Institute of Indian Studies University of South Dakota Adjunct Professor of Tribal Government Rosebud, South Dakota Past President - National Tribal Chairman's Association Past President - Rosebud Sioux Tribe
Related Professional Affiliations:	Representative - National Veteran's Administration Employment Board SBA Regional Representative

APPENDIX C

COUNCIL CHARTER

OFFICE OF EDUCATION CHARTER OF THE NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION

Purpose

The Bilingual Education Act declares it to be the policy of the United States to encourage the establishment and operation, where appropriate, of educational programs using bilingual educational practices, techniques and methods, and from that purpose, to provide financial assistance to local educational agencies, and to State educational agencies to develop and carry out such programs in elementary and secondary schools, including activities at the pre-school level, which are designed to meet the educational needs of children of limited English-speaking ability and to demonstrate effective ways of providing, for such children, instruction designed to enable them, while using their native language, to achieve competence in the English language. The Education Amendments of 1974 also provide the special assistance be given to the needs of persons of limited English-speaking ability through bilingual adult and vocational educational programs.

Discharge of these responsibilities requires the advice of the National Advisory Council on Bilingual Education.

Authority

Section 732 of the Bilingual Education Act (20 U.S.C. 880b-11). This Council is governed by provisions of Part D of the General Provisions Act (20 U.S.C. 1233 et seq.) and the Federal Advisory Committee Act (5 U.S.C. Appendix 1), which set forth standards for the formation and use of advisory committees.

Function

The National Advisory Council on Bilingual Education shall advise the Secretary of Health, Education, and Welfare, the Assistant Secretary for Education, and the Commissioner of Education in the preparation of general regulations and with respect to policy matters arising in the administration and operation of the Bilingual Education Act, including the development of criteria for approval of applications, and plans under the Act, and the administration and operation of other programs for persons of limited English-speaking ability. The Council shall also prepare and, not later than November 1 of each year, submit a report to the Congress and the President on the condition of bilingual education in the Nation and on the administration and operation of the Act, and the administration and operation of other programs for persons of limited English-speaking ability.

Structure

The Council shall consist of 15 members, including the Chairperson, appointed by the Secretary. At least eight of the members of the Council shall be persons experienced in dealing with the educational problems of children and other persons who are of limited English-speaking ability, at least one of whom shall be representative of persons serving on boards of education operating programs of bilingual education. At least three members shall be experienced in the training of teachers in programs of bilingual education. At least two members shall be persons with general experience in the field of elementary and secondary education. At least two members shall be classroom teachers of demonstrated teaching abilities using bilingual methods and techniques. The members of the Council shall be appointed in such a way as to be generally representative of the significant segments of the population of persons of limited English-speaking ability and the geographic areas in which they reside.

Members will be invited to serve for staggered three-year terms, subject to renewal of the Council by appropriate action prior to its expiration.

The Council is authorized to establish five committees: Executive, Budget, Public Hearings and Report to Congress, Non-Spanish Bilingual/Bicultural Programs, and the Legislative Committees. Each committee shall have three members and shall elect its Chairperson. No Council member shall serve concurrently on more than two committees.

The Executive Committee consists of the Council Chairperson, Vice Chairperson and one member at large. The Executive Committee is responsible for the Council's budgetary and administrative policies. The Committee is empowered to take emergency action on behalf of the Council between regularly scheduled Council meetings, subject to Council review at a later date.

The function of the Budget Committee is to determine how funds are distributed by the Office of Bilingual Education in order to advise whether grant patterns need to be altered or reinforced.

The functions of the Public Hearings and Report to Congress Committee are to arrange for public testimony on the condition of bilingual education in the Nation to be heard, to digest such testimony for inclusion in the Council's mandated report and to prepare such report for transmittal to Congress and to the President.

The function of the Committee on Non-Spanish Bilingual/Bicultural Programs is to review the status of such programs and to make recommendations pertaining to such programs.

The function of the Legislative Committee is to study proposed modifications in the rules and regulations implementing the Bilingual Education Act and make recommendations thereunto.

Committee recommendations are subject to the deliveration and approval of the entire Council.

The Council is authorized to establish such other committees as may be required to enable it to carry out its functions. The Council shall notify the Office of Education Committee Management Officer upon the establishment of each such committee, providing information on its name, membership, functions, and estimated frequency of meetings.

Management and staff services shall be provided by the Director, Office of Bilingual Education, who shall serve as Office of Education Delegate to the Council. The Commissioner will procure temporary and intermittent services of such personnel as are necessary for the conduct of the functions of the Council, in accordance with Section 445 of the General Education Provisions Act and will make available to the Council such staff, information, and other assistance as it may require to carry out its activities effectively.

Meetings

Council meetings shall be held not less than four times each year at the call of the Chairperson, with the advance approval of the Commissioner or the Commissioner's designee, who shall approve the agenda and be present at all meetings.

Committees shall meet at the call of the Chairperson, with the concurrence of the Council Chairperson, Committees generally meet in conjunction with the Council, but may meet approximately one additional time per year.

Meetings shall be open to the public except as determined otherwise by the Commissioner. Notice of all meetings shall be given to the public.

Meetings shall be conducted, and records of the proceedings kept, in accordance with applicable laws and Department regulations.

Compensation

Members who are not full time Federal employees shall be paid at the rate of $100 per day, plus per diem and travel expenses, in accordance with Federal Travel Regulations.

Annual Cost Estimate

Estimate of annual cost for operating the Council, including compensation and travel expenses for members but excluding staff support is $100,000. Estimate of annual person-years of staff support is 1½, at an estimated annual cost of $22,000.

Reports

In accordance with Section 732(c) of the Bilingual Education Act, the Council shall prepare and submit not later than November 1 of each year a report to the Congress, the President, and the Secretary, through the Assistant Secretary for Education and the Commissioner of Education, a report on the condition of bilingual education in the Nation and on the administration and operation of the Act, and the administration and operation of other programs for persons of limited English-speaking ability.

In accordance with Section 443(a) (2) of the General Education Provisions Act, the Council shall submit an annual report to Congress not later than March 31 of each year. This report shall contain, as a minimum, a list of members and their business addresses, the dates and places of Council meetings, the functions of the Council, and a summary of the Council's activities, findings, and recommendations made during the year. Such report shall be included in the Commissioner's annual report to Congress on March 31.

Copies of both reports by the Council shall be provided to the Department Committee Management Officer, the Office of Education Committee Management Officer, and the Office of Education Delegate to the Council.

Termination Date

Unless renewed by appropriate action prior to its expiration, the National Advisory Council on Bilingual Education will terminate on September 30, 1978.

This charter will expire on August 21, 1978.

APPENDIX D

LAU REMEDIES

LAU REMEDIES

1. The method by which the district intends to identify the primary language(s) of its students;
2. The measures to be used in identifying each student's educational needs, and the appropriate program to meet those needs;
3. Its plans for implementing the educational programs indicated by the results of step two, such as bilingual/bicultural, transitional, or high intensive language training programs, for appropriate skill combinations and grade levels;
4. Show that its required and elective course offerings are not designed to have a discriminatory effect, e.g., by having the effect of unjustifiably channelling language minorities into certain courses;
5. Describe the district's plan to secure a sufficient number of qualified teachers linguistically and culturally familiar with the background of the target students to staff its instructional program, if necessary by training paraprofessionals;
6. Give assurances that implementation of the above steps will not create racially or ethnically identifiable schools or classes;
7. Describe its plans to effectively notify parents of affected children of activities which are called to the attention of other parents, in the appropriate language, and inform them also of relevant aspects of programs designed for their children; and
8. Describe the evaluation design(s) to be used to evaluate the educational success of the program, both in the process and as an end result.